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ABSTRACT

This descriptive paper of the U.S. Office of Education Alcohol and Drug Training and Resource Center Program represents the first, general documentation of the program. It is meant to be an overview, discussing premises and working assumptions, training strategies, and the management of the program. The writer's experiences in the national office of the program have formed the framework and perspective through which information collected from other sources was filtered, chosen, and organized. These sources include works of personnel in the National Office and Training Centers, literature from other U.S. Government agencies, and studies in education, human development, and school systems change. The paper includes: (1) an overview of the USOE Training and Resource Center Program, which is designed to assist schools to develop appropriate local programs aimed at preventing drug and alcohol abuse and other destructive behavior; (2) the premises and working assumptions of the USOE Training and Resource Center Program; and (3) specific components of the Program such as training, technical assistance, and management. (Author)

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U.S. OFFICE OF EDUCATION
ALCOHOL AND DRUG
TRAINING AND RESOURCE CENTER PROGRAM

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by
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TABLE OF CONTENTS

Chapter	Page
ACKNOWLEDGEMENTS	11
I. U.S. OFFICE OF EDUCATION ALCOHOL AND DRUG TRAINING AND RESOURCE CENTER PROGRAM	1
Problem and Purpose	1
Significance of the Study	2
The USOE Training and Resource Centers	6
Teams to Implement Prevention Programs	7
The Results of Training	10
Objectives of Training	10
Examples of Activities	12
Summary of Activities	15
Summary	16
II. ASSUMPTIONS AND THEORIES BEHIND THE PROGRAM	17
Assumptions and Theory About the Individual	18
The Psycho-social Model	20
Individuals Have Basic Psychological and Sociological Needs	21
Individuals Progress Through Stages of Development	21
Prevention	22
Specific Education Needed for a Prevention Program	23
Assumptions and Theories About Classroom and Learning Environment	24
Focus of Prevention	26
Assumptions in Affective Education	27
Teacher Training	28
Alternatives	30

Chapter	Page
Assumptions and Theories About Changing the School System . . .	33
Why Change?	33
Change in the Schools	34
Assumptions about Change in the Schools	34
Structural Approach to Change	35
Developmental Models	35
The Goal: The Self-Renewing School	36
Summary of School Characteristics	40
Looking at Organizational Change	41
Planning Change	42
Concept of the Change Agent	44
Training a Team	45
Components of the School System	48
Coordination With Community is Necessary	49
The Change Agent as Resource Linker	50
Summary	51
III. SETTING UP A NATIONAL PROGRAM	52
The Awarded Contracts	55
Scope of Work of Alcohol and Drug Regional Training Centers . .	56
Training Center Personnel	57
School Team Approach to Prevention Alcohol and Drug Abuse . . .	58
The Training Process	60
Summary	61
IV. RESIDENTIAL TRAINING	62
Objectives of Training	64
The Training Designs	65

Chapter	Page
Development of a Philosophical Base	57
Experiencing Affective Education Approaches	68
The Development of the Action Plan and Training the Change Agent	70
Summary	75
V. TECHNICAL ASSISTANCE	76
The Process of Training a Change Agent	76
Delivering Technical Assistance	78
Technical Assistance: Resource for Skills and Knowledge .	79
Technical Assistance: Process Helper	79
Technical Assistance: Establishing Linkages to Resources .	80
Technical Assistance: Team Development and an Energizer .	81
Technical Assistance Codes Used for Reporting TA	81
Summary	82
VI. MANAGING A NATIONAL PROGRAM	87
Federal Government Organization	88
Management of the USOE Training and Resource Center Program	88
Leadership: Interaction Facilitation	91
Leadership: Goal Emphasis	93
Leadership: Work Facilitation	94
Leadership: Support	95
Summary: Management Leadership Needed	96
VII. EVALUATIONS AND SUMMARY	98
Evaluations	99

Chapter	Page
Monitoring Information: Training Centers to National Office	99
Process Evaluation: School Teams to Training Centers . . .	99
System Impact Information: School Teams Interact with School System	100
Impact on Students	101
Innovations and Their Impact on the School System	101
Further Evaluation	103
Summary	103
APPENDIX A: LEGISLATION	105
APPENDIX B: EXAMPLE, TEAM ACTION PLAN	110
APPENDIX C: CHICAGO TRAINING CENTER'S IN HOUSE EVALUATION	
APPENDIX D: EXAMPLE, RESIDENTIAL TRAINING DESIGNS	
APPENDIX E: DIFFERENCES IN TRAINING DESIGNS	
BIBLIOGRAPHY	

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CHAPTER I

U.S. OFFICE OF EDUCATION ALCOHOL AND DRUG TRAINING AND RESOURCE CENTER PROGRAM

Problem and Purpose

This thesis is a descriptive paper on the U.S. Office of Education (USOE), Alcohol and Drug Training and Resource Center Program.

The purpose of this thesis is to attempt to describe a USOE Program as an approach which demonstrates what can be done on a Federal level to prevent and reduce drug usage, truancies, and vandalism and other destructive behavior in schools. By pulling together material from a variety of sources then relating the theories to various aspects of the Program, the paper will attempt to explain several assumptions on which the Program is based, then describe the Program and discuss evaluations of it.

This Program currently consists of a system of Training and Resource Centers which is implementing the School Team Approach to the Alcohol and Drug Abuse Prevention Program designed to assist schools in developing appropriate local programs aimed at preventing drug abuse and related destructive behavior in youth.

The Centers are also currently participating in the demonstration project known as the School Team Approach for Preventing and Reducing Crime and Disruptive Behavior in Schools. This Program was designed after the Office of Juvenile Justice and Delinquency Prevention (OJJDP) determined in 1976 that the USOE Center Program was an effective model and wanted to test the approach by specifically focusing on the prevention and reduction of crime and disruptive behavior in schools. Therefore, through an inter-agency agreement, OJJDP transferred money for the new program to the Office of Education Training Center Program.

The Training System also formerly implemented the "Help Communities Help Themselves Program," a predecessor of and very similar to the School Team Approach Program.

The USOE Training and Resource Centers from 1974 through 1976, trained over 3,000 community and school teams. Under the Crime and Violence Program funded by OJJDP, 236 teams will be funded and trained by 1979. This paper will specifically describe the School Team Approach for Alcohol and Drug Abuse Prevention, however, reference will be made to other programs whose strategies and techniques are similar.

The study is from an "insider's point of view." Therefore it will attempt to analyze some of the subtleties of the Program best understood by people working in the program, but at the same time a limitation of the study is that the author loses a sense of detachment and objectivity because of being immersed in the program planning and implementation.

The author has worked three years with the U.S. Office of Education, Training and Resource Center Program. She has visited each of the five Training Centers and has observed part of each of the Centers' training. She has personally interviewed and visited school teams, writing evaluations and observations on their activities. She participates on the management team for the Training Centers, analyzing management and program, as well as participating in policy decisions for new program directions and management. She helped design and is currently helping to implement the demonstration program, "School Team Approach for Preventing and Reducing Crime and Disruptive Behavior in Schools" which includes an extensive evaluation funded by OJJDP.

Significance of the Study

Educators rank school violence, disruption, and drug abuse among the top five problems they face, and generally feel that they do not have the

knowledge or resources to cope with it, according to the Research for Better School Study funded by the Juvenile Justice and Delinquency Prevention Department (Grant No. 76-JN-99-0002, 1976).

During 1974-75, the National Institute of Drug Abuse funded a nationwide study (Experience with Psychoactive Substance, 1975); the study concluded that nearly one adult in five reported having used marihuana at some time, 13% of adults reported a significant use of psychotherapeutic drug, and 10% of the youths reported some experience.

Alcohol is rapidly becoming a major drug of abuse. A recent study, "Communications Strategies on Alcohol and Highway Safety," (National Highway Traffic Safety Administration, February, 1975) indicated that one half of the high school youths are drinking frequently, and were unaware of the serious potential consequence of driving under the influence of alcohol. Some 32% said they rode in cars driven by a drinking driver at least once a month.

In order to combat problems such as violence, disruption, and drug abuse many school-based education programs have been implemented. Yet, unfortunately, analytical reports and research studies consistently uncovered significant deficiencies in most alcohol and drug education approaches and materials and discovered these programs were of very limited success at best (National Coordinating Council on Drug Education, 1973).

Early intervention efforts first began by attempting to deal with the preliminary symptoms of drug dependence and alcoholism, and drop-in centers, telephone hotlines, crisis intervention centers, and counseling programs were initiated. In the last few years, though, considerable effort has been devoted to prevention programs, usually focusing on experimenter, recreational

episodic users. Law enforcement agencies have traditionally pursued one approach to prevention, which seeks to cut off supplies of various drugs and to counteract demand through the threat of punishment. Another common prevention approach has been the giving of information about the effects of various drugs and the risks involved in using them--this approach also has been used in many drug education programs.

A third approach to prevention is newer and more complicated than the previous two: this approach focuses on personal, life-coping skills. The premise is that developing a sense of responsibility in the individual for his own behavior is, or should be, a main emphasis for any prevention program. For if a person can find success and purpose without drugs, the chances that patterns of abuse will arise are much diminished. These programs reason that if a person is able to live successfully in today's complex changing society without drugs or other "crutches" the likelihood of drug and alcohol abuse, school violence, disruption, and truancy will lessen.

The Office of Education avoided a "straight information" approach to alcohol and drug abuse prevention. The assumption of the informational programs is that people systematically and rationally decide to use drugs. One need look only as far as tobacco to realize that informational programs cannot by themselves constitute an adequate prevention policy. The Consumer Union report, Licit and Illicit Drugs (Brecher, 1972) offered several examples of how informational approaches to prevention have backfired. In many instances, the curricula developed which taught students the chemical composition of various drugs and the laws which covered drug arrests actually increased drug use by raising the curiosity of some youths (Brecher, 1972).

Since alcohol and drug abuse are symptoms of underlying problems and pressures, OE-supported prevention programs use strategies which focus on

these underlying causes of abuse. In April 1975, President Ford directed the Domestic Council to conduct a thorough review of the overall Federal effort in the prevention and treatment of drug abuse. The resulting White Paper on Drug Abuse: A Report to the President from the Domestic Council Drug Abuse Task Force (1975), affirmed the prevention approach undertaken by the Office of Education.

The U.S. Office of Education has used the psychosocial approach from its inception (1972). It is a program Federal, State and local agencies are beginning to look at it as having "something that works." There is no other existing Federal agency that has set up a program that effectively executes such an approach.

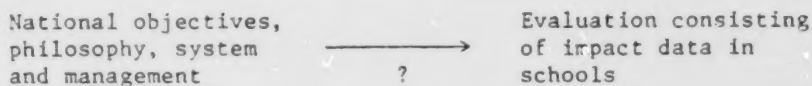
The National Institute for Juvenile Justice Delinquency Prevention prepared under contract the Planning Assistance Programs to Reduce School Violence and Disruption (1976). This study came to the conclusion that, "school people are doing what they can about violence and disruption, but along with drug use, it's on the upswing in urban, suburban and rural districts" (p.77). The study recommended that the approach taken by the USOE Training and Resource Center Program was the best approach to dealing with juvenile delinquency in the school setting.

Though the program has received recognition, it has never been fully documented. A documentation could be of value, not only to government agencies but to educators trying to implement "humanistic" programs that will adequately meet adolescent developmental needs and to educators trying to prevent youth from acting in self-destructive ways and/or ways destructive to society.

Impact evaluation studies have been done showing positive results in the impact on schools and teachers, as well as, describing in detail many of

the activities of the teams. But, no thorough documentation of the program has been done illustrating exactly why and how the program has become so effective.

The National philosophy and objectives are clearly outlined, and the impact on local schools is specifically documented, but how the first progressed to the second has never been described. The illustration will show the missing link.



Persons involved with the School Team Program have a sense of what makes the Program so effective, but no one to date, has attempted to document it on a National level as a National system. This thesis begins with an overview of the USOE Alcohol and Drug Training and Resource Center Program in this chapter, then discusses the assumptions and theories basic to the program and finally discusses in detail the aspects of the USOE Program such as training, technical assistance and management.

The USOE Training and Resource Centers

To carry out its approach, the Office of Education established a National system to provide training and follow-up technical support to local schools and communities. The primary components of the system are five Regional Training Developmental Resource Centers located at Oakland, California; Chicago, Illinois; San Antonio, Texas; Long Island, New York; and Miami, Florida. (During 1972-74, there were eight Regional Centers).

The Centers are designed to provide a residential or "live-in" training experience for school teams (5-7 school professionals) as well as follow-up, on-site support so that teams can be assisted in responding to their local and specific requirements. The Center staffs must be able to respond

to a large variety of needs as expressed by different ethnic groups, urban, suburban and rural schools and communities. Each Center must have a full time director and a staff of approximately 5-10 persons, including program and support staff.

Teams to Implement Prevention Programs

The School Program in 1974 through 1976 trained approximately 248 community teams and 530 school teams. These School Program teams were provided with two weeks of intensive, residential training at the Regional Centers. Such training is designed to enable school personnel to develop school-based early intervention and prevention programs for secondary and junior high school level students. The anticipated outcomes of these programs are the prevention or alteration of self-destructive behavior, particularly drug abuse behavior, among target students. After residential training the school teams receive onsite support visits the following year from the Center's staff.

In 1975, the Office of Education funded an evaluation study to determine the effectiveness of the School Team Program. This study "An Evaluation of the School Team Approach for Drug Abuse Prevention" prepared by American Institutes for Research (AIR), February, 1976, analyzed the "outcomes" of the School Team Program by looking at four different levels of impact: (1) the effectiveness of the residential training in producing useful skills and behavior in team members; (2) the effectiveness of follow-up assistance provided to reinforce training and meet the unique problems of teams in their own school environment; (3) the effectiveness of team-initiated activities in meeting their stated program objectives; and (4) the impact of these team activities on the drug-related behavior of students (AIR, 1976).

The American Institutes for Research concluded that:

The training received by teams at the Regional Training Centers was highly effective in giving them the skills to set up local drug abuse prevention programs.

School administrators had a high level of commitment to the general goals and aims of the school teams and wanted team-initiated activities to be expanded.

One year after training (in January, 1976), approximately 82% of teams could be designated as effective; that is, the original team continued to work together (46% of cases), activities were being carried out by one or two key members (18%), or activities were still ongoing which could be directly traced to the work of the original team (22%) (USOE Annual Report, p. 5).

The AIR evaluators noted that this represents a "high level of actual success" at the team level, and "potential success at the student impact level" and led to their recommendation that the system of training teams through the Regional Training Centers continue to be actively supported. (Because of constraints placed on the study during Forms Clearance at the Office of Management and Budget, American Institutes for Research could not collect data on student drug use as originally planned). (AIR, 1976, p. 15).

The White Paper on Drug Abuse written by the Domestic Council concurred with the Office of Education approach:

One conclusion well supported by experience is that drug abuse does not occur in isolation, so programs which address the broad developmental needs of children and youth are the most effective in preventing and reducing drug abuse and other forms of self-destructive behavior, such as truancy, alcoholism, and juvenile delinquency. The most successful drug abuse education and prevention programs are those that take into account all the problems affecting young people and do not focus exclusively on drug abuse.

Another lesson learned from experience is that in all programs where prevention efforts have been successful, the local community has been a vital part of programs' planning, management and financial support (1975).

The Office of Education's Help Schools and Communities Help Themselves Program was specifically mentioned in the report, as evidence of the high degree of community interest in drug abuse prevention. The school team comes to a USOE Training Center and develops, during its training, a specific plan to combat drug and alcohol abuse in its schools and community. This goal has generally been stated to some degree in advance with the assistance of Center staff who contact that team before it comes to the Center for training. Following training at the USOE Center, there is intensive follow-up and help offered by the Center when the team returns to the community. In short, the objective of the USOE Centers is to select teams from schools, to train the teams in order to help them to attain the goal of combating self-destructive behavior in that school and its community, and to give support to teams as they progress toward that goal.

During training, teams are exposed to a broad range of activities, including needs assessment, program planning, team building, group, individual and peer counseling, alternatives to drug abuse, communication skills, problem solving and decision-making skills.

Teams learn to assess the need and expectations of the student populations to be served in the context of their total community, to formulate realistic objectives for meeting those needs, and to identify human and financial resources in the school and community available for supporting a prevention program. Finally, each team evaluates the range of prevention materials and methods available and adapts those which are appropriate tools for its particular school district. Each team leaves training with an action plan tailored to specific goals for their school or community.

The Results of Training

The effects of this initial training are multiplied when teams return to their communities and train other individuals. For example, many teams build community-wide support for their prevention programs by conducting their own workshops for teacher, school board members, city council members, police officials, and other community members.

As of December 31, 1975, school teams had started a variety of activities, including group and individual counseling, curriculum development, family education, peer programs where young people are trained to counsel or tutor other youth, referral services for students with personal problems, teacher training for drug abuse prevention in classrooms, and drug abuse and alcohol abuse education workshops for school and community personnel. Teams estimate that 125,562 students, 8,300 faculty and 22,600 community people have already been impacted through these programs. All programs help students develop skills for coping with such problems as boredom, loneliness, alienation, lack of adequate self-concept and anxiety.

Objectives of Training

Unique to Federal programs, training has been the key factor in the USOE Program. The system gives leadership to professionals to set up their own local programs.

The Training Centers' main function is to serve as a catalyst, training teams to set up their own prevention programs. An Interagency Task Force consisting of members of U.S. Office of Education, National Institute of Mental Health and Special Action Office for Drug Abuse Prevention attributed part of the success of the USOE Training Centers Program to the fact that it has concise specific goals.

The management was commended for having established "effective communication between Federal level and the Region" as well as establishing objectives that were "task-oriented and task-specific." "It was clear from visiting the Centers that, while there is opportunity for flexibility and differentiation in response from USOE Center to USOE Center, each Center, however, shares a common set of goals integrated with the goal of the USOE National Office" (Holliday, 1974, p. 2).

The Training Centers' objectives are to provide the following for teams:

1. a basic understanding of drugs, the causes and manifestation of drug and alcohol abuse and of current drug and alcohol scenes;
2. skills to assess their school drug and alcohol problems;
3. skills to identify available school-community resources and additional resources necessary to deal with drug and alcohol education and prevention;
4. techniques for developing a widespread support base with active participation of many diverse groups in the school-community including parents;
5. skills in planning and implementing an early intervention and prevention school drug and alcohol program which could include, i.e., peer group and individual drug and alcohol counseling;
6. team building and working together as a cohesive entity;
7. skills to facilitate open dialogue between youth and education personnel concerning values and attitudes as they relate to drugs;
8. a basic understanding of alternative cultures, life styles, social concepts and mores;
9. a basic set of skills in experiential problem-solving processes including self-evaluation in order to monitor performance.

Examples of Activities

Although it is too early to do an overall evaluation of the teams' long-term impact on school systems and student behavior, examples quoted in the Annual Program Report (Rasmussen, 1976, pp. 7-11) show activities of teams which already show promising results.

Orem Senior High School, Orem, Utah

The Orem team last year conducted six workshops with staff and students, and have conducted 12 this year. In the workshops, participants spend 30 hours together and sessions are conducted in Trust and Empathy, Values Clarification, Communication Skills, and Self-Concept. So successful has been the program that the Utah Division of Alcoholism and Drugs awarded the team a \$13,000 grant to continue and expand it. Despite expansion, so many students want to participate that 30% of applicants will not be able to be accommodated.

To an evaluation questionnaire after one workshop, 112 students responded with a 99% positive rating to such statements as: "I now get along better with my teachers; I now do a better job of obeying rules and regulations; and I now do a better job of selecting personal values and goals."

All teachers who were participants in the workshop received copies of materials used by the staff, and have reported using them many times in their regular classes. The problem solving skills presented in the workshop particularly have been reported by teachers as helping immeasurably in handling teacher-student, student-student, and staff-staff conflicts.

To involve parents, Principal Clifton Pyne, who also is team coordinator, instituted a Parent Advisory Council consisting of 52 parents. He meets with them once a month and contacts them informally when necessary.

Taos Municipal Schools, Taos, New Mexico

The impact of the Taos team extends throughout the student body, faculty, administration and into the community. Team Coordinator Rudy Pacheco, who also is the school district's Coordinator of Federal Programs, credits the team's in-service training program for teachers, plus workshops for students and presentations to the

school board and to community groups for a drastic improvement in the school climate. The system has a school census of 3,300 students; of the total, 84% are Spanish surnamed, 12% white, and 4% Indian.

The number of white-minority incidents and minority-minority incidents dropped from six in the year before the team began its work to zero through February this year. The number of drug usage incidents went from 20 to zero. The number of truancies dropped from 65 to 23. Results of the California tests of basic skills administered to the students show that on the average, the students are exceeding the norms for each year of growth.

The students are involved at every level in decisions about school activities. For example, the junior and senior high students helped revise school discipline rules, and included in the student handbook the State's Juvenile Code Due Process for handling of violations. Before that, violators were assumed guilty. Senior and junior advisory committees have been formed and are working.

Teachers are using new classroom techniques, in which they were trained by the team and members of USOE's Regional Training Center staff. Teachers have asked for more teacher-parent-child conferences, and teachers have volunteered for such activities as taking students on weekend trips and setting up a junior-senior high community basketball league.

In the community, the team has been involved in setting up a First Offenders Program with the Juvenile Probation Office, and serving on the State's Community of Children and Youth.

Taos, for all its renown as art center and ski resort, is a small and poor community. What the Taos team has been able to do with limited resources and the special problems of the multi-cultural populations is significant.

Rye High School, Rye, New York

The Rye High School team has implemented several programs and activities within their school system. Team members have opened a Rap Room and provided counseling services to youngsters after school. They have conducted several parent-teacher-student workshops: over 50 professionals participated in a 10-week Communications Workshop; approximately 60 completed the "Values and Humanizing Learning" workshop. Over 150 youngsters have also participated in these workshops or have used the counseling services offered by the Rap Room.

As a result of these workshops, many teachers have been using self-awareness and values clarification techniques in their classrooms this year. The team has also given a leadership development workshop for all student hall monitors. More students have been involved this year in developing the Student Handbook, which defines the attendance policy, dress, and behavior codes of the school.

The team coordinator and the school superintendent pointed out several changes in the school system as a result of the efforts of the USOE-Trained drug education teams. Of major importance is the drop in vandalism. The superintendent reports that while vandalism was a major concern last year, the school has, as of this date, saved well over \$8,000 of the amount spent last year to repair damage caused by vandalism. A committee composed of the superintendent and a group of students will determine how these funds will be spent.

Other teachers in the school report that there are fewer drug and alcohol related incidences at school events, partly because of increased student participation in setting school dance regulations and determining dress and behavior codes.

The school administration has shown increased support for prevention activities by (1) allocating funds for workshops that include teachers, parents, and students; (2) allocating funds for student and teacher participation in a Values Clarification workshop offered outside the school system; (3) providing release time and substitutes for teachers involved in team meetings and workshops; (4) providing space for the Rap Room; and (5) expanding guidance facilities and student services.

Glenbrook Schools, Glenview, Illinois

The Glenbrook Schools team implemented several activities on their campuses, which have total enrollment of 5,000 students. The most far-reaching of these is their Peer Counseling project, which involves 100 trained peer leaders (who are high school seniors), eight adult supervisors, and currently, 400 freshmen as program participants.

After starting this "youth-counseling-other-youth approach," the team coordinator noted a significant drop in the number of students apprehended at school on drugs or in possession of drugs. In 1973, 160 students were apprehended. In 1974, the first year of the peer counseling program, the figure dropped to 84.

In addition to the peer counseling program, school policies regarding drug abuse and other counseling problems were modified. School counselors now prepare "contracts" with students which must be

followed up at 30-, 60-, and 90-day intervals. If the students have not been able to make satisfactory progress, the counselor refers the case to the newly established Referral Steering Committee. The committee determines whether the student is referred to the director of guidance, the school social worker, or an outside agency for help. In all cases involving drugs, parents are notified of the incident.

The school administration has shown its support for both of these programs by reducing the normal teaching loads of the eight faculty supervisors for the peer counseling program, and by hiring an additional social worker to increase the ratio of regular counselors to students.

Summary of Activities

The following chart summarizes the activities most often implemented by school teams, and the percent of teams involved in each activity (USOE Annual Report, 1974, p. 11). Most teams are involved in more than one activity.

Programs providing alternatives to drug use for meeting needs of young people (such as outdoor recreation, crafts, music, and yoga)	32%
Assessment (surveys conducted to identify student needs and local resources)	45%
Counseling (programs using adult counselors or youth as "peer" counselors, which help students solve personal problems).	91%
Curriculum development	47%
Family programs (those involving parents and families in discussion groups or counseling)	24%
Information services (dissemination activities through literature, libraries, and resources centers).	45%
Student training (leadership training, training youth as counselors).	34%
Teacher training (to increase teacher effectiveness in working with youth to reduce self-destructive behaviors, especially alcohol and drug abuse)	62%
Workshops (seminars and group discussions with youth, helping them to explore personal needs and make more responsible decisions)	47%

Summary

This chapter has been an overview of the USOE Training and Resource Center Program. Chapter II will discuss assumptions upon which this program is based. One purpose of this study is to describe a Federal Program and examine some of its components, its assumptions and how these relate to current theories in psychology, education and management.

It is important in any professional activity whether it is teaching in a classroom or working in a Federal program for the persons involved to examine the assumptions from which they are working. In an attempt to start examining some of the more important assumptions of the U.S. Office of Education Program, the author has divided the assumptions into three sections: (1) those pertaining to the individual person--for example, destructive use of drugs and alcohol is considered a symptom of underlying problems and pressures which are troubling young people; (2) those pertaining with learning and education, for example, the Program advocates that teaching must take into account the complex psychological and social factors that influence an individual's thinking as well as providing only cognitive information, and (3) those pertaining to the school as a whole, for example, the Program advocates that since schools are one of the principal institutions that influence behavior, the role of educators should be to change the school into a more humanistic environment conducive to individual growth by addressing the total system and using the system approach for changing it.

CHAPTER II

ASSUMPTIONS AND THEORIES BEHIND THE PROGRAM

The USOE Training and Resource System is composed of approximately 60 people. There are seven committed to it at the National level and 10 to 15 in each Center. More than half of these people have been with the Program from the beginning in 1971.

There are basic assumptions, some explicit and some implicit, that the majority of these people believe as truth. These assumptions have important implications for the design, commitment and growth of the total Program. To thoroughly understand the complexity of the Program, its life and vitality, and in order to fully communicate its essence, it is vital that one understand these assumptions.

It is difficult to trace the exact source of all the assumptions. Most derived from theories from a variety of disciplines; some, the Program grew into. The Director of the Alcohol and Drug Abuse Education, Dr. Helen H. Nowlis, came to the Program after having been a psychology professor and having done extensive writing and speaking on drugs, drug abuse, prevention, and education. Her writing and speaking have provided the Program with sound psychological and psycho-sociological premises from which to work. A combination of these premises, as well as the knowledge of Dr. James Spillane, Myles Doherty and Dr. Nowlis on school systems, Federal programs, project management, community organization, drug culture, education, training, regulations, bureaucracies contributed to the development of more assumptions that were then disseminated through the management of Myles Doherty, Project Officer of the Training System. The management process made goals and objectives specific and created day by day a National system in which there was a

consensus of philosophy and goals. Individuals and Centers agreed to the goals, objectives, and philosophies, then added to them, created strategies from them, received feedback from them in school systems and communities, then gave feedback about them to the National Office. Every day as Center personnel interface with hundreds of teachers and administrators the assumptions and premises are tested.

Today, many of these assumptions and related theories represent an integral part of the beliefs of most persons in the Program; these are the core in which they have committed their professional lives; these are the beliefs that make their job worth the extra effort, energy, and hours.

In this chapter, the author will briefly discuss some of the most significant assumptions made in the Program and theories from which these assumptions derive or in the case where assumptions have developed, theories which support the assumptions. This chapter is an attempt to give the philosophical background of the USOE Alcohol and Abuse Education Training Center Program, and in a sense describe the current theory from which the Program bases its existence and from which operating assumptions have been reinforced or modified.

The assumptions and theory are divided into three sections corresponding to the three levels of impact of the program. Progressing from the smaller to larger circle of impact they are as follows:

1. The Individual
2. The Classroom and Learning Environment
3. The School System

Assumptions and Theory About the Individual

There are three main forces in psychological thought that have educational implications: Behaviorism based primarily on B.F. Skinner's

reinforcement theory witnessed in the prevalent use of drills and "programmed learning;" Psychoanalysis based on Freudian theory which discusses the inherent primitive, animalistic, aggressive nature of the child which has caused some educators to be preoccupied with control and discipline; and Humanistic Psychology which has the conviction that man is essentially good if permitted to develop his natural humanistic qualities and that education should emphasize the development of students capable of rational problem-solving and creativity.

The USOE Drug and Alcohol Training and Resource Center Program's basic philosophy has many humanistic psychological premises. Integral to the Program are the following assumptions:

1. An individual is looked upon as being active and having the capacity to evaluate and choose. Increasing a youth's feeling of self-worth and developing a sense of responsibility will diminish the possibility of destructive behavior.
2. The ultimate effect of the environment and culture is, in a large part, determined by the individual's unique view and attitudes of these external factors.
3. An individual's self-concept and related inter-personal concepts underlie behavior. Drug abuse and other destructive behavior are related to impoverished self-esteem.
4. All behavior is complex, has multiple determinants, and varies from individual to individual and from time to time. Drug use should be considered as a behavior and drug abuse as a destructive behavior related to other destructive behaviors such as truancy and vandalism.
5. Individuals have basic psychological and sociological needs such as the need to be involved with others and the need to feel competent.
6. Educators should deal with the causes of destructive behaviors, not only the symptoms: underlying causes could be a sense of powerlessness, personal problems, family conflicts, or peer pressure.
7. Individuals progress through stages of development.

The Psycho-social Model. One reason that the previous assumptions and approaches are such an integral part of the USOE's Training and Resource System is that from the beginning the Alcohol and Drug Education Program has promoted psycho-social model as an approach to drug and alcohol prevention.

This psycho-social model as discussed in the first chapter, emphasized not drugs, but rather the individual and the environment. Dr. Nowlis in her book, Drugs Demystified (1972) discussed this model which has become a frame of reference for the USOE Program. In the book she stated that there are four major points of view when examining drugs, drug use, and drug abuse (pp. 6-7). These are the moral-legal model, the disease or public health model, the psycho-social model, and the socio-cultural model. Briefly, the moral-legal approach classifies drugs as safe or dangerous. This approach leads to educational programs emphasizing the dangerous effects of drugs including their legal status and consequences of disobeying the law. The disease or public health model perceives drug abuse as a disease and the drug as the target for preventive education. Education efforts emphasize drug effects on the mind and body explaining the chemical bases of the drugs and the harmful results of use.

The next two models, the psycho-social and socio-cultural, put the major emphasis on the individual. The psycho-social model focuses on the individual and his behavior. It examines the reasons why individuals take drugs and how, through the teaching of responsible behavior and life-coping skills, drug abuse can be prevented. The socio-cultural model views drugs and drug use as having meaning in the terms of how society defines it. "This point of view recognizes that such behavior will of necessity vary from culture to culture, from sub-culture to sub-culture" (Nowlis, 1975, p. 8).

It tends to be concerned with the meaning and function of drug use to the individual, with drug use as behavior that like other behavior, would not persist unless it served some function for the individual.... It is concerned with context in terms of the influence of the perceived attitudes and behavior of other persons individually or in social groups such as families, peer groups, communities.... Because of its emphasis on individuals and their behavior, and on the role of social factors, this model often recommends non-drug-specific responses to drug use which turn out to be equally applicable to other destructive or deviant behavior (Nowlis, 1975, pp. 6-7).

Individuals Have Basic Psychological and Sociological Needs. The assumption that persons have basic needs that are psychological and sociological in nature is inherent throughout the Program. Although these needs are categorized differently from Center to Center, generally, they resemble the same value categories. Human beings are recognized to have the following universal needs: affection, respect, skill, enlightenment, power (influence), wealth (goods and service), well-being (both physical and mental), and rectitude (responsibility).

This assumption is central to the Alcohol and Drug Education Program for it is assumed drug abuse behavior or other destructive behavior exists because it meets one or more of an individual's needs. The goal for education programs, therefore, should be to help students understand their basic needs and to explore potentially successful ways of meeting those needs other than in destructive ways.

Individuals Progress Through Stages of Development. Another assumption which needs discussion is that there are natural stages of human development through which a child and adolescent progress.

Dr. Nowlis (1975) discussed this in her book Drugs Demystified:

The business of youth is learning to become an adult in one's particular culture. In childhood, one develops, or fails to develop, the basic feelings about self and the attitudes that

will be needed in adolescence when increasingly difficult tasks are faced. These are widely assumed to include: a sense of trust that enables the individual to take steps, explore new worlds, try new things, that is, to learn and grow; a developing sense of self as a unique, worthwhile individual with emerging talents and skills and abilities who can make things happen, have some impact on one's physical and social world; a sense of self as an individual who can accomplish things that are both personally satisfying and valued by those who make up one's expanding world (p. 72).

Dr. Nowlis (1975) described the developmental tasks of the adolescent in the following paragraph:

Without these basic attitudes and feelings, the developmental tasks of adolescence are difficult: to learn to become socially, emotionally, economically independent of family; to learn to become a person with an identity all one's own, and with a past, a present and a worthwhile or at least tolerable future; to learn to develop relationships with individuals outside of family that are satisfying and growth-supporting; to learn to come to terms with one's own sexuality, to develop one's sex role in the context of one's society's definition and to develop constructive relationships with persons of both sexes; to learn to become mature enough to accept responsibility for nurturing new life and its development; to learn to find a meaning in life that transcends one's self and sustains one (p. 72).

Prevention. From the psychosocial approach a definition of prevention evolved. Since the desire was to prevent the development of self-defeating behaviors in the future, then it was logical that socialization institutions should provide early, continuous, and guided growth experiences aimed at increasing esteem and individual competence.

The White Paper on Drug Abuse: A Report to the President from the Domestic Council Drug Abuse Task Force (1975), stated that "primary prevention can best be defined as a constructive process designed to promote physical, mental, emotional and social growth to full human potential, while inhibiting or reducing impairment that may result from the use of natural and synthetic

substances" (p. 65). Dr. Nowlis served as the Chairman of the Education and Prevention Work Group of this Task Force.

Since drug use is considered a behavior and drug abuse as a destructive behavior, then a similar prevention statement could be made of other destructive behaviors such as truancy, vandalism, and juvenile crime. The premise of the Alcohol and Drug Program from the beginning is that prevention programs must deal with the causes of destructive behavior. By dealing with the causes of one destructive behavior, the programs also reduce or prevent other destructive behavior.

Specific Education Needed for a Prevention Program. As stated in the Summary, U.S. Office of Education Drug Education Program (1975, p. 3), evidence of the following should be included in effective prevention and early intervention efforts:

- Increased positive self-worth
- Development of a sense of accomplishment
- Improvement/development of attitudes and skills for relating to adults
- Improvement/development of skills for relating to peers
- Development of a sense of influence over one's own life
- Development of a workable value system
- Improvement/development of skills in decision-making
- Awareness of reality and its consequences
- An availability of meaningful alternatives

Also, in the discussion of the various projects of the Alcohol and Drug Education Program, the Summary, (1975, p. 2) concluded that projects have identified basic factors contributing to drug abuse and have responded as follows:

<u>FACTORS</u>	<u>RESPONSE</u>
Inability of youth adults to communicate effectively	Education in communication skills
Feeling of powerlessness, a sense of not being in control of one's own life	Education in problem solving, decision-making skills, self-enhancement

Confusion in the face of
a rapidly changing world

Reassessment and clarification of value systems

Lack of challenge, of
interest in life; boredom,
ennui

Alternative pursuits to open
up new fields of interests,
new perspectives

The assumptions and theories about the individual vital to the Alcohol and Drug Abuse Education Training Center Program have just been discussed, and now working toward the larger circle of Program impact, theories and assumptions concerning the classroom and learning environment will be examined.

Assumptions and Theories About Classroom and Learning Environment

An ideal educational environment should encourage a person to grow toward his uniqueness, reaching closer to his dreams and potential. It should include those exhilarating moments when an individual can sense his identity, his strength and his abilities. But, unfortunately, for many youth the places providing much of their education--schools and families--are places of resentment, confusion, places where they feel trapped, stereotyped or doomed. Consequently, many adolescents turn to destructive behavior.

There are many institutions that promote the positive growth of the individual, but the primary one should be the family. It is in the family setting that a child first senses his self-worth, learns an ability to love, to trust, to communicate. It is here his sense of reality is shaped and how he views and deals with the world begins to evolve. Unfortunately, many self-defeating patterns are many times also learned here. Urie Bronfenbrenner in his article, "The Changing American Child--A Speculative Analysis" (1961) maintained that self-defeating behavior models are more apt to be passed from generation to generation in a family than to be corrected through education, counseling, therapy or other means of social intervention.

Ultimately, the goal should be to change family patterns in our society, but since this is logistically impossible the next step should be to examine the other institutions that affect individual development. The education system dominates the time and energy of most young people and, therefore, is the logical place to begin. The schools should be facilitating the growth of children and adolescents enabling them to become healthy, functioning adults. Are our schools doing this?

Almost unanimously, the answer will be no--although, in some fortunate classrooms and in some rare schools an affirmative answer would be possible. But the fact is that most schools seem to be in crisis and disrepute.

Ivan Illich described many schools in Deschooling Society (1972) as:

School initiates young people into a world where everything can be measured including their imaginations and, indeed, man himself. But personal growth is not a measurable entity.

School pretends to break learning up into subject "matters" to build into the pupil curriculum made of these prefabricated blocks, and to gauge the result on an international scale. People who submit to the standard of others for the measure of their own personal growth soon apply the same rule to themselves. They no longer have to be put in their place, but put themselves into their assigned slots, squeeze themselves into the niche which they have been taught to see, and in the very process, put their fellows into their places too, until everybody and everything fits.

People who have been schooled down to size let unmeasured experience slip out of their hands. To them, what cannot be measured becomes secondary, threatening. They do not have to be robbed of their creativity. Under instruction they have unlearned to "do" their thing or "be" themselves and value only what has been made or could be made (p. 36).

This is hardly a description of an environment where individuals are considered unique and in which positive expression of the individual personality with all its complexities and potentiality is encouraged.

John Holt in How Children Fail (1964) described the learning environment the following way: "Because of success orientation, kids never develop their own potential because they learn defenses and games to appear successful" (p. 98). Phillip W. Jackson in Life in Classrooms (1972) spoke of school life as characterized by delay, denial, interruption, and social distraction. "Each is produced, in part, by the crowded conditions of the classroom" (p. 19).

It seems tragic that at a time in which the developmental needs of young people necessitate their having positive experiences to gain a sense of competence and self-worth, as well as receiving learning experiences in decision-making, problem solving, and self-evaluation, that schools often create environments that cause confusion, isolation, distance, and a sense of inferiority.

Dr. Helen H. Nowlis, Director of the Alcohol and Drug Education Program stated in the draft written for the White House Domestic Council, Summary, Education and Prevention (1975):

We know that to varying degrees schools or other institutions, including the family, often fail to challenge and facilitate growth, to provide opportunities for individual satisfaction and accomplishment, to respond to legitimate and normal needs. When they fail, boredom, physical or psychological dropping out, negative self-concept, feelings of failure, lack of worth and frustration and alienation will occur.

All of these negative consequences are factors that increase the probability of a variety of personally and socially destructive behaviors. Under these conditions, if drugs are available and if their use is acceptable to or valued by relevant groups (sub-culture, peer groups), the probability is high that this behavior will take the form of destructive use of drugs. Programs that have addressed these needs for growth and development and that promote constructive processes have demonstrated marked reduction in destructive behavior, including destructive use of alcohol and drugs (p. 7).

Focus of Prevention. USOE Alcohol and Drug Training and Resource Center Program has focused its education and prevention efforts on both the individual and the school environment. The training system trains individuals at Training Centers with the intention that these individuals will return to their local

schools changing the learning environment and consequently affecting other individuals. The Program advocates the affective education or humanistic education approach to education.

Affective education and humanistic education developed out of the human potential movement prominent in the last fifteen years in the education and psychology fields. This school of thought beginning with Carl Rogers, Abraham Maslow and Arthur Combs focuses on preventing mental illness from occurring and helping normal, healthy individuals develop to their full potential. Many of the education strategies developed from this movement attempts to clarify students' values, enhance positive self-concept and self-awareness, provide opportunities for individual satisfaction and accomplishment and facilitate the development of interpersonal skills, decision-making and self-evaluation skills.

Generally, affective education recognizes that the learning experience consists of two components: the cognitive and the affective. It maintains both are essential for education. There can be no meaningful intellectual learning without some sort of feeling, just as there can be no feelings without the mind being somehow involved. This approach has been adopted widely throughout the country in alcohol and drug education courses because through this method teachers and students alike can explore and understand their attitudes and behaviors about alcohol and drug use.

Assumptions in Affective Education. Affective Education includes many premises. The various emphasis placed on each varies from education program to education program. Three of the most important assumptions in the Alcohol and Drug Education Training and Resource System are the following:

1. A goal for an educational experience should be to help a student deal with life productively, which involves the learning and development of skills and capacities such as interpersonal effectiveness, positive self-concept, a workable value system, self-awareness and self-acceptance.
2. The learning experience should be experiential when possible.
3. The learning environment should provide many alternative types of learning.

Teacher Training. A major focus in the training received by the Training Centers of the USOE Alcohol and Drug Training and Resource System has been to foster the skills and increased awareness necessary for teachers and administrators to possess in order to create a more humanistic environment in their local schools.

Such training which provides learning in areas such as group process and communication, decision making, conflict resolutions, value clarification, seems to affect both the formal and informal classroom environment after the teacher returns to the classroom. The formal feature of the classroom is the way students and teacher interact in their defined roles. The informal aspects of the classroom include how each member relates to other members, how friendships are formed and distributed, the general attitude of students toward each other and the teacher, the expectations of the teacher, the openness and trust in the groups, the way the classroom decision-making and problem solving evolves, the influence of the teacher, the spontaneity and initiative and commitment of students to the learning tasks.

The teacher plays a key role in determining this informal environment. Richard A. Schmuck in "Improving Classroom Group Processes," Organizational Development in Schools (Schmuck & Miles, 1971) stated that greater cohesiveness and supportive norms for learning were found in classrooms where the informal structure included more "diffuse patterns of friendship and influence,

as compared with those having more hierarchical patterns" (p. 30). He therefore concluded that the informal aspects of classrooms affected a student's self-esteem, attitudes toward school work and academic achievement, and "that academic performance was shown to be conditioned by a student's self-concept, which was in part influenced by his friendships and relations with his classmates" (p. 30).

In another study in the same book (Schmuck and Van Egmond, 1965), it is stated that the teacher as a social-emotional leader had a significant effect on the academic performance of the students independent of the effects of parents and peers (p. 31). Also Ronald C. Bigelow in "Changing Classroom Interaction Through Organization Development," cited studies (Anderson, 1939; Anderson & Brewer, 1945; Anderson & Brewer, 1946; and Anderson, Brewer, Brewer & Reed, 1946) which stated that the development of a classroom climate is closely related to the "integrative" and "dominative" behaviors of the teacher (p. 72).

All of these studies are stating what many educators already know-- that the teachers' teaching style affects learning. What is significant about some of the articles and studies quoted in the book, Organization Development in Schools (Schmuck & Miles, 1971) is that organizational development activities used in teacher workshops designed to increase communication channels and to encourage creative problem solving and decision-making by teaching communication skills and self-awareness, decision-making and group process skills are improving learning environment in classrooms. Dr. Schmuck in his article concluded that after training, a majority of teachers tried new group processes in their classrooms that were directly patterned after their organizational laboratory experiences and that the teaching development laboratory which

included problem solving techniques, sensitivity training, and role-play try-outs did lead to teacher behavior changes in the classroom (p. 48). "The problem solving procedures helped teachers think more systematically about new patterns of classroom behavior, and role-play tryouts helped build psychological connections among new cognition, attitudes, and behaviors" (p. 45).

Alternatives. Another significant approach in the USOE Training and Resource Center Program is its emphasis on alternative education which manifests itself in alternative type learning in the classroom or alternative programs in the schools. Basic to this emphasis is the Program's deeply held assumption that individuals have basic needs for self-actualization, needing opportunities for responsibility, self-awareness, learning and creativeness. If these needs are satisfied in creative positive ways then a young person is less likely to turn to drug abuse or other destructive behavior such as truancy, dropping out, or vandalism.

An alternative can be any life-style or satisfaction which is rewarding to the individual and which offers involvement and rewards. It can be any innovative pursuit in education, business, public service, domestic life, social services, arts, technology, recreation or vocational experiences or anything that offers a young person ways to gain satisfaction, increased self-esteem, and personal skills. Through these activities a young person can develop into a more content, productive individual.

The soundness of alternative education is supported in literature and studies about alienated youth. Leon Eisenberg in his article, "A Developmental Approach to Adolescence" (1963), discussed the origins of delinquency and quoted:

If leadership and social forms permit the disadvantaged adolescent to employ his energy in efforts to change unjust social patterns it can foster his emergence into creative adulthood. If such opportunities for constructive and social action are denied, the distortion of development leads to a frustrating and progressively more embittered individual war against society characterized by criminal activities (p.2).

Many other studies are showing that young persons need work that is intrinsically worthwhile, interesting, and respected by the community. Educators now are realizing that if young people are confined to nonproductive, dependent roles, their emotional growth will be stunted.

In the article by Robert M. Hunter, "Assumptions Behind and Structural Requisites for a Youth Services System" (1973), the two main causes of alienation are cited as (1) denying a young person access to a legitimate role in society and (2) negative labelling. Other studies on alienation support this concept. In the article, "Interacting Factors in Juvenile Delinquency," (Palme & Hammond, 1964) cases are cited that support the theoretical conception that legitimate as well as illegitimate opportunity structure are related to delinquency.

On the National level alternative programs are being strongly recommended. In a speech given by T.H. Bell, U.S. Commissioner of Education to the National Association for Secondary School Principals, February 10, 1975, he summarized the following recent reports: The Greening of the High School issued by IDEA-EFL; Youth: Transition to Adulthood, by the President's Science Advisory Committee; the Reform of Secondary Education, by the National Commission on the Reform of Secondary Education; and Report of the National Panel on High Schools and Adolescent Education, commissioned by the Office of Education.

Dr. Bell stated that 11 of these reports unanimously urged that high schools do the following: (1) develop more work-study arrangements with local

business and nonprofit organizations to broaden student awareness of the adult world; (2) provide more opportunities, plus credit toward graduation, for students to work as volunteers in hospitals, day-care centers, government agencies, and the like; (3) offer greater flexibility in class scheduling so that students can spend part of the school in a museum or attending a concert, or engaging in other intellectually stimulating activities; (Not all students are mature enough to handle this freedom, but some are); and (4) reduce the age and cultural isolation of students by giving them opportunities to meet people of all ages and cultural backgrounds--in school and out. Bring in artists, artisans, business and professional people to work with students. He also suggested that students visit these people in their own working environment.

In the process of trying to prevent destructive behavior, the USOE Alcohol and Drug Training and Resource Center Program has seen the need for change throughout the educational system. The conclusions drawn in other Alcohol and Drug Education Projects are stated in Summary, U.S. Office of Education Drug Education Program as follows:

To the extent that a school or any institution:

1. is failing to challenge and to facilitate growth, boredom and physical or psychological dropping out will occur;
2. is failing to provide opportunities for individual satisfaction and accomplishment, negative self-concept, feelings of failure, unworthiness, and frustration will occur;
3. is failing to respond to legitimate and normal needs, alienation will occur (p.10).

The goal is to provide a learning environment that takes into account the cognitive, affective and behavior needs of young people. Perhaps, the best expression of a goal is the one created by one of the St. Paul School

District USOE Alcohol and Drug teams during a training cycle conducted by Chicago Training Center in which the author visited. This team's goal was:

To create a school community with unity, harmony,
and sociability, thereby nurturing healthy bodies
and creative minds.

The next section of this chapter moves to an even larger circle of impact for not only does the program attempt to foster change at the individual and classroom levels, but also the school level.

Assumptions and Theories About Changing the School System

John Holt, author of How Children Fail (1964) as well as six other widely read books which made him a popular spokesman for school reform in the 1960's, has now become an embittered reformer. He was recently quoted as saying, "Some people did spend an enormous amount of time and energy trying to reform the schools... not two percent of the students were ever really touched by it--the schools didn't change one inch," (N.Y. Times, 4/16/76). He also described the reform movement as being "for the most part nonsense and foolishness."

Yet despite the fact that many educators feel the situation is hopeless, there are still those educators across the country--those in the Federal bureaucracy to those in rural school houses--who maintain schools need to change and are attempting to do just that. Why? And are there any successes? And if so, how do they do it? The answer to the first question might be simple. The answers to the second and third become complex, varied, and controversial. In this section some of the premises of school change will be examined and related to USOE's, Alcohol and Drug Training and Resource Center.

Why Change? In analyzing an institution, one can begin by looking at its ultimate goal, its essential reason for being. The essential feature of any elementary or secondary school is that it is a social arrangement set up and maintained for the purpose of teaching children. The issue of what children should be taught has caused some controversy in recent years, but all of

society can agree that schools should "promote learning" in children. Therefore, the main purpose for superintendents, principals and teachers alike is to create experiences which enhance learning opportunities for all the pupils through a smoothly functioning organization which uses the most successful methodologies to present the most beneficial and up-to-date content matter to the children. Any organizational change or inservice training for teachers that might enhance this process would be assumed to be beneficial.

Change in the Schools. For the purpose of this paper, change in the schools is defined as it is in The Reform of Secondary Education: A Report of the National Commission on the Reform of Secondary Education (Kettering Foundation, 1973) as "any program implementation of which the focus of development effort is on an organization or major component of the school. Thus, the approach differs from inservice training of administrators and teachers" (p. 20). The USOE Training and Resources Center Program's main purpose is to provide leadership to local schools and communities throughout the country in initiating and maintaining prevention in education programs. Teams are trained to implement new activities and programs in their local schools. This activity by definition then is causing change in that school system affecting the school organization as well as changing teaching methodologies in the classroom.

Assumptions about Change in the Schools. The USOE's Training and Resource Center Program is based on the following assumptions about school systems and change in the school systems:

1. The ultimate goal of any school is to meet the learning needs of children through humanistic education.
2. A self-renewing school system is one most capable of meeting the learning needs of students. A self-renewing school system has a capacity for adaption and change as well as being able to problem solve effectively.
3. The structural approach to school change with the intention of implementing humanistic education will result in the greatest gain.

4. Planned change has the highest probability of being effective change.
5. Training a team to implement change is more effective than training individuals.
6. The coordination between the school and the community is important when considering change.
7. Teams should be interdisciplinary, including school administrators, teachers, counselors, and community leaders that deal with youth if possible.
8. A team composed of persons working within the school system has a higher probability of succeeding than an outside change agent.
9. School and community personnel must define their own needs and use their local resources to solve them for long-lasting change.
10. Students whenever possible should be involved at all levels of change.

Structural Approach to Change. Change can be directed at three levels:

(1) the individual--his attitudes and values, (2) a group and the process occurring within that group, and (3) the social structure which will affect all three levels. The USOE Program assumes that addressing the total system maximizes any given effort.

Structural or systems approach to educational innovation was originally derived from management theory. It conceives the educator as a manager of the learning process. To effectively manage the learning process, the manager must ascertain the learners' needs, identify the problems, then implement and evaluate a learning process that is responsive to the identified needs. It attempts to deal with the learning environment and its many variables in a systematic and planned way.

Developmental Models. The assumption that a healthy organization is constantly changing, constantly renewing itself, is found throughout the entire USOE Alcohol and Drug Education Program. The demonstration,

developmental model is assumed to be the ideal change model. Developmental models are not bound by time or other models; they have stages or phases and growth. They have changing goals and changing potentialities adapting to the needs of the target population and the environment. The USOE Program maintains each local school and community must meet its own needs by using its own resources. Each end product in each school will be unique to that school and its problems.

The Goal: The Self-Renewing School. In the article "Improving Schools Through Organization Development: An Overview," the authors Miles and Schmuck (1971) stated the obvious: schools are organizations; but then they stated the not so obvious: that most efforts at educational reform have collapsed or have been absorbed, "because of the limited attention given to the organizational context in which the reforms have been attempted" (p. 1). They are quoted:

Any major innovation in curriculum or instructional technique implies a change in the "culture" of the school. The relationship between teachers and administrators, for example, is apt to change. Often the change affects not only the principal and his faculty but also the relationship between them and the non-professional staff and students. Consequently, authority relationships, communication networks, status groupings, and even friendship cliques are forced to change. In this process, the innovation itself often fails or is restructured (and so invalidated) to conform to the "old way" of doing things (p. 1).

In the same article Miles (1965) is quoted:

It is time for us to recognize that successful efforts at planned change must take as a primary target the improvement of organizational health--the school system's ability not only to function effectively, but to develop and grow into a more fully functioning system...attention to organization health ought to be priority one for any administrator seriously concerned with innovativeness in today's educational environment" (p. 11).

One goal in the USOE's Training and Resource Centers Program as with many other education programs is to increase "the health of a school." The

Chicago Training Center in their evaluation process for evaluating teams' success developed a success criteria for evaluating schools. The Center maintains the following will indicate if the school is improving:

1. School offers students more alternative programs (photography, drama, free schools, continuation schools, schools within schools, etc.)
2. School develops a participatory problem-solving process.
3. School offers students a greater role in decision-making processes.
4. School develops human relations programs (peer counseling, individual and group counseling).
5. School experiences a change in student and faculty attitudes toward the school.
6. School makes possible administration, faculty, and community support of, and involvement in, team's activities.
7. School adopts a "people-problem" definition of drug and alcohol problem.
8. School adopts more responsive drug and alcohol rules.
9. School seeks and/or provides funding for continuation of the team's activities after Federal funding runs out.

It is obvious by this list that the changes proposed by a USOE team will most probably affect the entire school system. The assumption is that the team's activities will move a school system along the continuum toward a healthy self-renewing school system. We need a healthy organization because schools must deal with change to begin to cope with the changing demands around them. How the school responds to those needs and how efficiently they respond directly influences how it supports or hinders the learning process taking place in the classroom.

The goal of any innovation should include helping administrators and faculty to increase the discussions about interpersonal or inter-role problems,

to use problem-solving techniques, and to learn to confront problems continuously and constructively. There are various articles (Miles & Lake, 1967; Havelock and Havelock 1973) on what the ideal self-renewing school system would look like. Among them there is a consensus of the kind of change desired. The kind of change hoped for is toward (1) increased problem-solving effectiveness, (2) a greater capacity for adaptation and change and (3) a greater potential for action. Four out of six models identified in the book Training for Change Agents (Havelock and Havelock, 1973) called for "training programs which are designed to improve the capacity of the school system to diagnose it's own problems and to utilize resources to meet the needs and realize the potential of the system itself and all the individuals within it" (p. 20).

Changing Schools: The Magic Feather Principle (Bentzen, 1974) reported on the five-year Study of Educational Change and School Improvement, conducted by the Institute for Development of Educational Activities, Inc. This study's purpose has been to develop positive and workable ways to improve American education. Instead of examining innovation, the study began by examining the total context in which change was to take place. Eighteen schools were selected to participate in the design and testing. This study began looking at the process of change by defining a measure which they felt determined the amount of change possible in a school system. The term they used for this measurement was "receptivity to change."

They concluded it was possible to measure a schools' receptivity to change by looking at the basic process of dialogue, decision making, action, and evaluation or DDAE. This was a set of behaviors by which all staffs in schools carry out the business of the school--the process by which they consider change or reject it.

In all schools there occurred some kind of dialogue about what was to be done--maybe only among a few people, maybe fragmented, but there was dialogue. In some way decision making took place--by the principal alone, in a few splinter groups, or with staff consensus. Some form of action was evident--individual or group, reasoned or intuitive. And somehow evaluation was accomplished--in private or public, planned or as an afterthought. Then dialogue again took up, consciously or unconsciously, the results of the evaluation (Bentzen, 1974, p. 64).

According to this study the greater the scope, importance, relevance, and flexibility of the dialogue, decision-making, action and evaluation (DDAE) the greater the schools "receptivity to change." Again, the self-renewing school is one adaptable to change and effective at problem-solving.

In order to ascertain whether an action is in a positive direction, one needs a goal to move toward: What would the ideal look like? A self-renewing school would be one that could problem-solve effectively and adapt and change to meet the learning needs of students and its community. Changing Schools: The Magic Feather Principle (Bentzen, 1974) stated what the Study of Educational Change and School Improvement conceived a self-renewing school as being (See graph, p. 40). This study uses a set of behaviors to determine "receptivity of change." The set of behaviors are dialogue, decision-making, action, and evaluation (DDAE). The behaviors were measured in terms of scope, importance, relevance and flexibility. The study was based on the premise of the higher the DDAE, the higher the receptivity to change. The study concluded: "Even though, of course, the aspects of school life which we had considered were but a smattering of those one can imagine making up a staff's responsible receptivity to change, we felt that our measure of DDAE had not behaved badly as an indicator of that receptivity" (p. 84). The study congruently listed the school conditions that were found to be associated high DDAE and those that were found to be associated with low DDAE. It is assumed if a school has high receptivity to change, it then becomes high potential for becoming a self-renewing school. DDAE seems to measure a school's capacity for self-renewal.

Graph

Summary of School Characteristics

What kind of answer did we get to our question about how well a school's level of DDAE might serve as an indicator of a cluster of school conditions which we would expect to make up responsible receptivity to change? Let's list the school conditions that we found to be associated with high DDAE and those that we found to be associated with low DDAE.

In the group of high DDAE Schools

There were more cooperative teaching arrangements.

There were more friendship networks among teachers.

There were more task-oriented communication networks among teachers.

Teachers had more influence in decision making, especially in decision areas affecting the school.

The quality of principal leadership was generally higher.

The principal's influence was more likely to depend on his competence and his likeableness.

The principal was more apt to see teacher influence in school decisions as desirable.

Overall school climate was more favorable.

Teachers within a school showed more agreement on how they described their school.

There was a greater agreement between a principal and his staff on how they described their school.

There was no clear pattern from school-to-school on:

In the group of low DDAE Schools

There were more self-contained classrooms.

Teacher influence was limited to decision areas which affected only a few people.

The principal's influence was more likely to depend on his power to reward and on his legitimate right to power.

The principal was more apt to see teacher influence in school decisions as undesirable.

There tended to be a traditional pattern from school-to-school on:

- The relationship among different teacher behaviors.
- The relationship among different principal behaviors.
- The relationship between teacher behaviors and principal behaviors.
- The relationship between general school climate and various staff behavior.

At this point, the distinction should be made that the DDAE process is a measurement of a process now taking place in a school system; it is not the same as the problem-solving process being implemented by the USOE Alcohol and Drug teams. The DDAE process measures the "configuration at the moment" the action plan can improve that configuration.

The DDAE process could be a useful concept as one examines intervention processes and as training center staffs determine how to best assist a team emerged in a school system attempting to operationalize an action plan. The action of teaching school professionals to implement programs in a planned way could eventually help the school system move toward self-renewal learning and to adapt to the demand for change in its communities.

Looking at Organizational Change. A recent study (Jung, Fox, and Lippitt, 1967) analyzed the structure of school system as having five levels of human phenomena that condition how effectively human and material resources are utilized to create learning experiences. They are the following: (1) the pupil as a self, an individual psychological and biological unit in the learning experience, (2) the classroom peer group as a subculture of child clients, (3) the direct workers who interact with pupils in creating learning experiences, such as teachers, parents, or peers, (4) those who directly facilitate or inhibit the efforts of the direct workers, such as principals, curriculum specialists, and other teachers, and (5) the persons who influence the nature of the school system as an organization, such as central administrators, superintendent, or policy makers such as members of the boards of education.

The study concluded that at each of these levels there are possible conditions which can support or hinder the efforts that maximize influence positively or negatively the effectiveness of learning experiences created for pupils. For example, one study concluded that teachers' methods influence

both the pupils' orientation toward learning and their achievement (Flander, 1960). Another study concluded that the principal plays an important role in stimulating creative classroom teaching (Chester, Schmuck, and Lippitt, 1963).

Therefore, we have in a school system, as in any other organization, interlocking positions and interacting roles. Among the positions found interrelating in any school system are those of parent, board member, superintendent, principal, teacher, caretaker, and pupil. Each of these positions has its own role expectations in relation to what persons in other roles expect and do. When one group's behavior changes, it directly or indirectly changes that of another. Consequently, the challenge of educator attempting to provide a better learning environment for students is to identify some behaviors in the organization which is changed, will cause changes in the behaviors of others. If educators learn to change behaviors that will eventually cause the greatest positive change in the processes in the schools, educators will then begin to witness change from their inputs. In order to do this it is necessary that educators go beyond teacher training and begin dealing with the school system as a complex organization, examining more closely its problem-solving and renewal processes.

Planning Change. In recent years much energy has gone into educational innovations such as team teaching or overhead projectors, but it seems relatively little has gone into the systematic study of change processes in education systems. If educators are interested in solid improvements in educational quality, then it might be logically assumed that they should know how school systems can plan and carry out change effectively.

The article, "Toward a Conceptual Architecture of a Self-Renewing School System" (Watson, 1967) discussed the prevailing patterns of change in school

systems. Watson stated that buildings of the 1960s are clearly different from those of fifty years ago, but what goes on inside the buildings is not likely to have changed. By and large, most changes have been introduced:

1. sporadically rather than continuously;
2. by outside pressure rather than generated from within the system itself;
3. for expediency rather than as an expression of conviction or planning;
4. one here, one there, rather than in a cumulative and integrated design;
5. much later than desirable--lagging rather than leading;
6. at a superficial level, rather than in the basic and fundamental educational functions;
7. to bring kudos to certain ambitious individuals rather than to do the educational job better.

Watson then proposed a design for continuous self-renewal based on an analysis of constructive thinking and problem solving; the ten steps are: sensing, screening, diagnosing, inventing, weighing, deciding, introducing, operating, evaluating, and revising. Other authors have used different terminology but the same concepts. Havelock (1969) proposed the concept of the change agent as a process helper and knowledge linker. He concluded that planned innovation must include realistic diagnosis of needs, adequate resource retrieval, collaborative planning and solution building, and systematic design and evaluation of alternative solutions.

In the discussion of planned change, it is assumed that it is possible to look at a sequence through time to find its wholeness and integrity. In

other words, if a certain situation is to be dealt with or manipulated, then certain actions will have to occur. From this, the discipline concerned primarily with the process of change maintained that social progress can be planned and engineered so that it is more reliable and more beneficial to more people. Many educators are now expressing the view that change will only lead to real progress if it is brought about in an orderly sequence of goal-setting, planning, and systematic execution (Havelock & Havelock, 1973).

Concept of the Change Agent. If educators begin to look at planned innovation in terms of overall strategies in which sequences of action steps are planned out in detail, then it seems logical they must find resources available to help them learn to do this. Lippitt, Watson, and Westley in The Dynamics of Planned Change (1958) made available the first coherent conception of the social change agent as a person who has the skills necessary to help a client work out problems in an integrated step-by-step sequence. By the late 1960s, Havelock (1969) was proposing a fusion of the concept that a change agent should be a process helper and also a conveyor of new facts and practices. In other words, a change agent should be a process helper and a knowledge linker. This type of change agent would need the following set of skills: interpersonal and intergroup relating, consultation, need definition, diagnosis, problem-solving, resource acquisition, dissemination, and utilization (Havelock & Havelock, 1974). Other conceptualizations of the change process which include the relationship between a change agent and client system are the Lippitt-Watson-Westley model, and the National Training Laboratory model (Observations and Analysis of the Literature on Change, Maguire, 1970).

Using this research, it seems logical that if a person is desirous of changing a school system, the first thing to do is to train a change agent

within the school system who would be able to plan change. The next question would be, who would be the most logical person in the school system structure to be trained as the change agent?

Training a Team. The question of who should be trained is a difficult one because in order to answer it, one must take into account the complex organizational structure of the total school system. As the organizational structure of a school system is examined, it becomes obvious there is low interdependence compared to an industrial organization. Different parts of school systems do not lock together closely; the adults, teachers and principals alike are in relative isolation from each other during the working day. The only contact adults do have with each other is a once a week faculty meeting, lunch time in the faculty room (possibly), and a free period, if the teacher doesn't choose to prepare for class or correct papers. Even the principal exhibits noninterdependence; he usually spends little time working with teachers or with the central office (Miles, 1967).

A low degree of interdependence in a system makes it much more difficult to alter that system. Even if changes in one part take place there is no meaningful channel of linkages by which they can travel to other parts of the system. For example, if one teacher changes her teaching practices, this change is rarely disseminated to other parts of the system except on a very informal basis where a few closely related teachers might incorporate portions of the change. This situation also leads to poor teacher morale, contributing to a feeling of isolation and non-support. Recent research is indicating that even though many teachers are free to introduce innovations in the classroom, they commonly feel helpless to influence the larger social system of the school which designs the curricula, the building, the working schedule, the assignment

of pupils, the pay scales, the equipment, the forms of reporting, and many other factors conditioning the teaching process (Watson, 1967).

On the other hand, Changing Schools: The Magic Feather Principle, (Bentzen, 1974) concluded that principals felt that until teachers get involved, there is no hope for change to take place. The same book also maintained that the more members in a school system involved with the dialogue, decision making, action and evaluation processes the greater would be the receptivity to change in a school system (p. 70).

In reviewing concepts of organizational development we see that in the process of improving an organization's problem-solving and renewal processes, there is an emphasis on the work team as a key unit for learning as well as a view of the change effort as an ongoing process. Many theorists view the training of individual skills or persons as futile without changing at the same time, the total social organization in which they work. These theorists argue that people should be brought to training in organizational families such as peers-superiors-subordinates, principal-teacher-student. Together in the same training environment they can share a knowledge and value base, then role play new relationships (Havelock & Havelock, 1974).

This might be compared with the concept of synergy from a Greek word "Synergos" which literally means to work together, to cooperate. The elements operating in a synergistic situation combine so that the whole is more than the sum of its parts or two and two make five.

The article, "The Concept of Organization Development, or Self-Renewal as a Form of Planned Change," (Buchanan, 1967) stated that a major requirement in the process of change is team development. Another article, "The Trainer Change-Agent Role Within a School System," (Jung, 1967) concluded that since few school systems have recognized the potential of the role of a change agent,

then educators should consider "the training of a team rather than of a single trainer change agent to provide mutual support and more adequate possibility for multiple entry innovations" (p. 104). Later, Havelock, after interviewing several educators throughout the country, stated in Training for Change Agents (1974), "Several conferees stressed the need for outside-inside change team building as an important aspect of change agent skill development" (p. 29).

Finally a team approach was used as a strategy for conflict intervention in Palm Springs High School in California (Fiedler, 1967). The project hoped to respond constructively to the following specific situation: fighting (interracial and intraracial), disrespect for teachers that added to their low morale, and exclusive participation in student activities by dominant cliques. The project concluded that by using a diversified team approach including students, teachers, Blacks, and Mexican-Americans, there resulted in a collaboration benefiting all groups and each group was greatly strengthened by the insights and involvement of the diversified team when intergroup tensions were confronted.

In tune with then recent research, the USOE Training and Resource Center Program began training teams of school and community leaders instead of individuals to begin planning and implementing programs to prevent self-destructive behaviors in their local schools, meeting the local needs of that community and using local resources.

The decision of the composition of the school team is a crucial one since most often the composition of the team will determine the success of that team. Again, the complexities of the school system must be understood before the team composition evolves.

Components of the School System. The school system is integrated within larger social systems. A single school is part of a city school system, and the city school system is itself part of county, state, and federal educational operations. Also the schools are parts within other systems such as city government, economic and tax structures and activities of state, national, and world organizations. Therefore, when part of a school system changes, it produces strain at the coordination point of other parts of the society until the other parts have adapted to the change.

Even though the school system is really a system within a system, there is very little dialogue, or cooperation, or coordination across the segments of the socialization community. In very few communities is there consistency in goals or a division of labor around juvenile delinquency problems, for example, what to do with a teenager picked up on a drug charge or any other problems dealing with youth. Those responsible for the school experience of adolescents have very little dialogue with those responsible for the after-school experience or, even worse, those responsible for the school experience have little communication and almost no ability in the coordination of planning of socialization objectives or procedures with those most concerned about the adolescents, the parents. Also data indicate that there is little communication between educators working in the church context and the socialization agents of the community. There seem to be no rules as to how to coordinate the efforts of the socialization agents of the adolescent.

Despite the fact there is little dialogue or cooperation between the school system and other segments of the society, the school is unable to operate as an isolated bureaucracy because its decision-making process includes boards of education. The board represents a kind of arena of conflicting influences in the local community. In fact, in this situation the school acts

more like a subsystem rather than part of a large intersystem, vulnerable to many conflict and value-laden interactions. One reason for this is the fact that Americans operate from the belief that schools are locally controlled and ought to be. Many citizens feel the schools are the last remnant of local control left in our society of increasing centralized government. Nothing can make parents more irate than the feeling of having no influence over the education of their children. Whether American schools are really locally controlled is not the issue, even though one-quarter to one-half of school funds come from state or local funds. The fact is that every segment of society feels it has a right to influence public schools. Therefore, by the nature of society, if the school moves to meet the needs of one section, it may anger the others. If the liberal faction in the community effects some change, the John Birchers are bound to complain; if the school adds more resources to helping the black ghetto child, the middle-class parent will watch vigilantly to see if college bound students are receiving the quality education. The school in a way reflects its society and is caught between the task of meeting all needs. Under this pressure maintaining the status quo is sometimes the easiest road.

Coordination With Community is Necessary. Because of the three characteristics of the school system just discussed, (1) the school system is part of a larger social system, (2) there is very little communication or coordination between the school and other systems in society, and (3) the school is subject to local control, it is obvious that a team trained as a change agent in a school should have the capability to coordinate with other systems outside of the school such as parents' groups, the juvenile court system, local government, as well as to coordinate with the various disciplines in a school such as teachers, counselors, and administrators.

A classic failure in the attempt at school change in Bedford-Stuyvesant (McMillan, p. 450) concluded that the process to improve the school could have been aided by indepth diagnosis of the community and involvement of parents in the original planning. This obviously reinforces the idea that coordination with community groups is essential to the change process.

Also, the including of administrators on change teams is well supported in organizational development theories. Although it is a fact that roles in any system interact with each other, the roles and parts do not change equally. Those lower in the hierarchy of power and prestige adapt or conform more than do those at the higher levels. In the article, "Crucial Issues in Organizational Development" (Buchanan, 1967), similarities of successful cases of organizational development were listed. One important similarity identified was that the top manager of the target system was actively involved in the project. The same study concluded:

Comparing the successful and the unsuccessful cases, the issue which appears to be most conspicuous is that of linkage between the target system and larger system. In two of the three unsuccessful cases, changes were initiated and progress was being made, only to come to a halt because of action by management above the top man in the target system (p. 42).

It therefore, becomes obvious that due to the complex nature of the school system--which is both a hierarchical organization and a part of a complex community fabric--any change agent must invest energy in doing careful work on linkages in the system, horizontally to other socialization agencies, and vertically to the state and school board as well as state agencies. Only when this function is taken on by the team of change agents will planned, creative, long-lasting change in the school system be possible.

The Change Agent as Resource Linker. The bringing together of need and resources is required for effective problem-solving or planned change. These resources can be financial backing, knowledge of solutions, skills or people

with time, energy and motivation to solve a problem jointly. An important role in the process of change is that of the linker or person who brings people together and helps educators find and make the best use of resources inside and outside their own system (Havelock & Havelock, 1974).

After examining the complexities of change and the school system, it is no wonder so many attempts at reform have failed. Social systems by their very nature tend to be stable and homostatic; after minor disturbances they return to an equilibrium similar to their state before change was attempted. Some behavioral scientists argue that social systems are only self-perpetuating. They question whether systems can ever become characteristically innovative, growing, and self-renewing. Yet, at the same time some other articles and studies report successes. Despite the many difficulties, the USOE Alcohol and Drug Training and Resource Center Program's evaluations are now reporting a high success rate in the number of new programs implemented in schools as a result of training (See Chapter VII).

Summary

This chapter discussed some of the assumptions and theories behind the Alcohol and Drug Training and Resource Center Program. The assumptions were divided by level of impact: (1) the individual person, (2) the learning and education environment in the classroom, and (3) the entire school system. These assumptions have remained fairly constant as the USOE Alcohol and Drug Training Center Program has gone through its many challenges, changes, and refinements over the past six years. As discussed earlier, some of these were the basis of the beginning of the Program and some the Program has discovered and grown into. Now, as they are questioned and examined, the Training Center personnel and various team members will usually testify to their accuracy in portraying what they feel is reality. The next chapter will describe specifically the National Program that embodies these assumptions.

CHAPTER III

SETTING UP A NATIONAL PROGRAM

The Alcohol and Drug Education Program's mandate was established by the Federal Legislation, the Alcohol and Drug Abuse Education Act (Pub. L. 93-422, 21 U.S.C. 1001 through 1007). (Appendix A.). The program was "to support and evaluate demonstration projects throughout the Nation, to train educational and community personnel, and to provide technical assistance in program development."

The underlying assumption for such legislation is that Federal leadership is required to solve the problems of drug and alcohol abuse as well as truancies, drop-outs and other disruptive behavior in the schools. The Research for Better Schools Study recently funded by the Office of Juvenile Justice and Delinquency Prevention (1976) confirmed this. Using data from a questionnaire survey conducted in 1972 and from working conferences which took place in 1975, this study concluded educators feel schools do not have sufficient information about effective programs, skills needed to identify their problems, skills to select and implement an approach, nor adequate resources to plan and implement programs dealing with school violence or related problems.

This study also concluded that educators believed the Federal government should do the following: (1) evaluate existing programs to identify those most effective; (2) provide technical assistance to help school plan, adapt, and implement appropriate programs; (3) provide training on effective approaches to the problem of school violence and disruptive behaviors; and (4) provide funds to enable local staff to plan and initiate programs in their local school district. This study, therefore, confirmed that a Program such as the USOE Alcohol and Training Center Program was necessary.

Because of minimum resources, only a few million dollars for 16,000 school districts, it was necessary for the Alcohol and Drug Program in 1973 to begin as a demonstration and dissemination approach. The assumption was that if it was possible to train a core team that causes effects in local schools, then this team as the people are implementing programs will train and influence others in that school and school district. The Program calls this effect the embryo approach, which maintains that eventually after a few persons are trained the awareness and skill training will spread or ripple out from the core group.

This approach is consistent with theories of change. It assumes that if success could be shown in a few projects then success could be shared with other systems. Theories of change usually maintain that innovation comes to be adopted through diffusion. Sociologists distinguish it as a two-step process by which a small group first learns about the new successful project then becomes transmitters to a wider circle (Watson, 1969, p. 109).

The Alcohol and Drug Education Program in 1972 started the Help Communities Help Themselves Program. The objectives of the Program were (1) to help communities mobilize their own financial and human resources to respond to their own clearly stated drug problems; and (2) encourage the development of multiple drug prevention models which could meet the needs of widely diverse local settings. Funding for this program for three years was the following: 1972, \$1,900,000; 1973, \$2,400,000; and 1974, \$800,000.

In 1974, the Office of Education, drawing on the experience of the programs, began a new program specifically to assist school systems in preventing self-destructive behavior, particularly drug and alcohol abuse, among youth. This program was called "School Team Approach and Preventing Alcohol and Drug Abuse." This program was almost identical to the previous "Help

Communities Help Themselves Program" except teams consisted of specifically school professionals and no community representatives. It is this Program that this paper analyses. During School year 1974-75, 338 local school and school district teams from all 50 States were trained. Funding for this program for 1974 was \$2,750,000; for 1975 it was \$1,800,000; and in 1976 it was \$1,900,000.

In order to administer the "Help Communities Help Themselves Program" a National system of Training Centers was created in 1972. From the beginning these eight Centers established throughout the country (there are now five) were conceived to be a National system; they were not intended to act only as regional programs as so many Federal Government Programs have turned out to be. Because of active management of the Centers over the last six years at the Federal level (further explained in Chapter 6), it has indeed evolved into a National system.

Also from the beginning, the Federal Office emphasized it wanted a "self-correcting" system which would respond to needs as they arose both on the local level as well as Federal level. The persons involved in the National Training Center Program now take pride in the fact that this has also occurred. For example, the Program moved from "Help Communities Help Themselves" to the "School Team Approach" and has expanded to include the "Demonstration Project to Prevent Crime Disruptive Behavior." Many more minor changes have occurred and are occurring throughout the system every year, some out of political necessity, some for Program improvement. The system of the Regional Training Centers is now considered an integrated, self-corrective system which allows for sharing of experience and expertise to regularly take place. This system provides an effective and flexible means of responding to

the needs of a large number of demographically and culturally diverse communities and schools.

The Awarded Contracts

At the heart of any Federal program is money; how much money, and how it is programmed. Money in the Federal government is usually programmed through a contracting system in which the Federal Office determines the work to be done in a Scope of Work or RFP (Request for Procurement) then contractors bid on it through a competitive process. In order to begin implementing the USOE Alcohol and Drug Training and Resource Center Program, several contracts were awarded:

1. In 1972-1974, eight contracts were awarded for Regional Training and Resource Centers in the following cities: Washington, D.C., New York, New Haven, Minneapolis, Chicago, Miami, San Antonio, and Oakland. In 1975 and 1976, five contracts were awarded to Regional Training and Resource Centers in the following cities: Sayville, N.Y., Chicago, Ill., Miami, Fla., San Antonio, Tex., and Oakland, Calif.
2. Contracts were also awarded to Santa Cruz, California to implement National Trainer of Trainers for staff development of training Center personnel.
3. Contracts were awarded the National Action Committee to develop a specialized consultant pool to provide support to the Federal Office as it managed the Training Centers.
4. A contract was awarded for an Information Support System to help monitor expenses and to facilitate the exchange of information on project activities and to insure program objectives

are being met. These included the collection of reports on budgets and program and management activities quarterly.

5. A contract was awarded to the National Data Base to collect data from all teams such as type of community, composition of teams, activities of teams and serves a basis for identifying successful practices and strategies for further study.
6. An evaluation contract was awarded to conduct an initial evaluation of the school-based team training program.

Scope of Work of Alcohol and Drug Regional Training Centers

The yearly Scope of Work for the Alcohol and Drug Regional Training Centers developed by the USOE Federal office states the official requirements in which the Training Centers contracted to do in that year's period of time. For a specified amount of dollars the Centers are to perform a certain amount of work in the year. Tasks to which the Centers generally commit themselves are:

1. to train a specified number of teams in a 12-13 day residential training cycle
2. to deliver approximately five technical assistance days to these teams over a year's period of time in their local schools
3. to deliver technical assistance to the State Education Agencies within their Regions.

The scope of work also outlines specific management requirements. The following are types of requirements found in various year's Scope of Work:

The Centers are expected to develop staffs and consultant resources to respond to the large variety of needs expressed by ethnic groups, urban, suburban and rural schools and communities and by State agencies.

The institutions or agencies conducting the Drug and Alcohol Training, Resource, Technical Assistance Centers shall cooperate fully with the U.S. Office of Education in the operations of the Center. In recognition of the fact that this is a national program, each Center must see itself as part of a national program thrust and must be willing to work as a member of a National team. It is expected that the Center will be fairly autonomous within the institution, and that the institution receiving the contract will allow the Director considerable latitude in filling his positions. (Most Centers are located at Universities).

Training Center Personnel

Each Center historically employed approximately 20 persons. Because of funding cuts in 1975 the staffing was reduced in some Centers to approximately 12 staff.

The average breakdown of personnel is following:

- Center Director
- Assistant Director
- Training Director
- Technical Assistance Director
- Four Trainers
- Administrative Assistant
- Two Secretaries
- Information Support Person

From the beginning, the Program's philosophy has emphasized the necessity that Center personnel must role model behavior they intend to instill in school teams. Therefore, in order that the Training Centers become capable of

responding to the diverse total population in the United States, including minority groups, it was necessary for Centers to ensure that their programs were sensitive to the ethnic heritage, life styles, social and economic conditions of the team members to be trained. Also, Center personnel were to represent the population which they were serving. A breakdown of ethnic heritage and sex of Center staff will indicate the commitment of the concept of role-modeling.

Distribution of Center Staffs by Sex and Race*

Center Personnel	Male	Female	White	Minority
Chicago Center	6	6	7	5
Miami Center	3	7	5	5
New York Center	2	4	6	0
Oakland Center	7	7	9	4
San Antonio Center	5	7	8	5

*Staff as of September, 1976

School Team Approach Preventing Alcohol and Drug Abuse

Since 1974, each Training Center under the School Team Approach for Preventing Alcohol and Drug Abuse Program has trained approximately 300 teams and has given approximately three technical assistance days to those teams during that year of training.

The teams trained represented a cross-section of schools serving grades 5 through 12 which have a history of drug and alcohol abuse. The teams were composed of five to six school professionals including one administrator, one classroom teacher and one counselor.

A school district that desired to send a school team to one of the Regional Training Centers and then receive technical assistance had to apply

to the Regional Center during a specified time period. The school teams that then received funding were chosen using the following criteria:

1. The extent of the problem in the schools and local community to be served;
2. The extent to which team membership includes persons who have demonstrated leadership capabilities;
3. The extent to which prevention and intervention activities of the applicant will address unmet problems in the school and local communities to be served;
4. The extent to which prevention and intervention efforts by the applicant will be coordinated with related efforts in the school and community served by applicant;
5. The degree of the applicant's commitment to support and facilitate the activities of the team after training is completed as demonstrated by the applicant's stated intent to support these activities administratively and financially; and
6. The extent and manner in which the team will be utilized after training in the development and administration of prevention and intervention programs in the school of the applicant educational agency.

Funds received by local school districts if chosen under this program were used to pay:

1. The cost of team members to and from the U.S. Office of Education supported Regional Training Centers;
2. The cost of providing substitute teachers, thereby permitting the teacher members of the team to be trained;

3. An amount not to exceed \$6,000 to permit the grantee to pay for part of the salary of the coordinator to implement the program in the grantee agency for up to 12 months following training; and
4. Hardship expenses for individual team members deemed to be reasonable by the Commissioner; i.e., expenses which, if not reimbursed would prevent a team from participating, such as babysitting expenses.

The Training Process

The training process begins with a preliminary site visit by a Center staff person and/or consultant to the participating school team. Each school team then received two weeks of training (not necessarily continuous) in a residential setting. The aim of this training was to build cohesive teams, to acquaint the school teams with a wide range of potential intervention and prevention strategies and to help them initiate action plans which were consistent with their own needs and resources. After training, each school team received days of technical assistance specifically addressed to each team's unique problems.

The trained school teams returned to their school districts to develop and carry out programs to meet local needs. Programs developed by the teams included activities such as: counseling services for students and parents, development of specialized curricular or instructional programs, alternative education activities, in-service training for teachers, workshops for parents, community education workshops, communication skills and problem-solving workshops, referral services, drop-in centers, and fund-raising and resource mobilization.

Summary

The USOE Regional Training Center Program is moving into its fifth year. Under the "School Team Program" just described and under the similar program, "Help Communities Help Themselves" Program, over 12,000 educators, students and youth, personnel from law enforcement, health and social service agencies, civic and church leaders, parents, and State and Federal Agency personnel have been trained. Since training and technical assistance are essential components to the Training Center program, the next two chapters will explore these activities in greater detail.

CHAPTER IV

RESIDENTIAL TRAINING

The USOE Alcohol and Drug Center Program's philosophy advocates that any educational innovation and dissemination must include training if change is to be effected in school systems. As the dissemination of educational processes is studied, it is easy to see how much more difficult dissemination is in a school system than in an organization which is dependent on technical knowledge. In the later situation effective dissemination might take place by the writing of an article or making a morning presentation. But, in education, innovation means behavior change. A teacher must change her teaching methods or a principal must change his organization behaviors. To do this, behavior must be recognized and the possibilities for new behaviors must be discovered. Many times a non-threatening environment must be established to enable an educator to experiment and learn the new behaviors. Therefore, training is a necessary component in an innovation desiring to effect real change in the school system such as the implementation of prevention programs. It was for this reason that the Alcohol and Drug Education Program established Regional Training Centers to train school teams in a residential two-week setting.

Perhaps one of the most difficult phenomenon to explain of the entire USOE Alcohol and Drug Training and Resource Center Program is the two-week residential training. This experience cannot be described in traditional educational terms; but rather, it reflects a laboratory model. The two-week experience encompasses many techniques, strategies, and assumptions of affective education. There is a de-emphasis on lecturing and an emphasis on experiential activities, small group processes, role playing, and other participative learning strategies.

The content area of the workshops are vital to training and the experiential activities are essential to learning; but it is the feel of the community that helps make it an experience participants still rave about a year later. It is the sense of support, unity, acceptance, commitment and sincerity that comes when people begin to openly and honestly communicate with one another. It is the high one gains from feeling a sense of personal awareness and being in a trusting enough environment to express that new self knowledge or more important risk expressing it. It is the support of human beings reaching out to other human beings, understanding and giving support in areas that no support had been felt before. It is the sense of warmth one gains from sincere, direct communication with no games--the dialogue and exploring ideas and feelings until two o'clock in the morning. It is the two-week living together, planning together, discovering and growing together.

It all sounds very idealistic and unreal, but it is only when one understands the live-in community phenomenon that one will understand the USOE Training and Resource Centers Training. The author has seen training cycles in all the Centers, and each time, without exception, has been amazed at how people have been caught up in the experience. The energy, commitment, hard work, and motivation are all subjective components but they are the essence of the cycle. It is for this reason no amount of paper can explain the training adequately. It must be felt and witnessed.

During the residential training, Center personnel are at their best--all of them: trainers, administrators and support staff. The training cycle is their creation: one that requires constant attention to small details, such as supporting speakers when there are difficulties, to major details, such as changing training designs at the last minute because of the participants'

responses. Each trainer gives a workshop teaching a speciality or skill; each interacts with a team, walking the participants through the planning process, the awareness process, the learning and risking and growing process. Each two-week training cycle is a new creation, building personal relationships and developing potentially successful programs with the teams from the sometimes hazy not so committed ideas participants begin with. It is a fulfilling, ego-building and exhausting experience of twelve- and fourteen-hour days for the Center trainers.

Two of the crucial components of this laboratory model are: (1) the emphasis on experiential exercise; and (2) the underlying concept that modeling behavior is the best teaching technique. The author has talked to many teams after training who have praised the Training Centers' staff. They were impressed with the quality of human interaction during training, the openness and honesty and the willingness of the staff to grow, admit mistakes and solve problems collectively. The staff members seem to model the human relationships and communicate a sincere desire to help each trainee and each team discover their own problems, questions, answers and plans for action. During the training cycle the staff's dress is casual and everyone is on a first-name basis.

Objectives of Training

The residential training at the Training Centers is the core of the USOE Alcohol and Drug Training and Resource Center Program and therefore should move school teams toward meeting the objectives of the Program. The reader here should keep in mind these objectives, since it is these that the training personnel are attempting to accomplish as they design their residential training. All five Centers have different training designs for the two weeks but all meet these objectives to a greater or lesser degree.

USOE Training and Resource Centers should provide teams with the following:

1. A basic understanding of drugs, the causes and manifestations of and current drug scenes.
2. Skills to assess their school drug problems.
3. Skills to identify available school-community resources and additional resources necessary to deal with drug education and prevention.
4. Techniques for developing a widespread support base with active participation of many diverse groups in the school/community.
5. Skills in planning and implementing an early intervention and prevention school drug program which could include, i.e., peer group and individual drug counseling.
6. Interdisciplinary team building and working together as a cohesive entity.
7. Skills to facilitate open dialogue between youth and educational personnel concerning values and attitudes as they relate to drugs.
8. A basic understanding of alternate cultures, life styles, social concepts and mores.
9. A basic set of skills in experiential problem-solving processes, including self-evaluation in order to monitor performance.

The Training Designs

Looking at the residential training tasks the first week of training covers the core presentations or workshops, introducing participants to the basic premises of the program. The second week covers electives such as programming on peer counseling programs or teacher advocacy programs and also team meetings which concentrate on team building and creating an action plan.

During the first week, many of the expectations participants have are questioned, and the community conscienceness is raised about the many problems the participants will be facing back home. One of the main goals of the first week is to facilitate participants' personal awareness, developing the recognition of individual needs and teams needs as they begin setting up a new program. The workshops generally include philosophy of alcohol and drug education, value clarification, communication skills, planning and problem solving, decision-making and negotiating skills.

The structure of the first week varies from Center to Center. Chicago Training Center's first week's training design is tight with workshops complementing each other and progressively building on each other with the eventual culmination being possible ideas for action plans. San Antonio's first week's design is structured more as a smorgasbord, offering a variety of workshops and consultants from which participants may choose. Oakland's first week is structured in four-day tracks each specializing in one component of program-building. New York's includes major awareness sessions very carefully managed. Miami bases their progression of their training design on a cognitive theory of learning.

At most Training Centers, after each workshop during the first week, the school teams meet, expressing their opinions of the workshop, their feelings during the session, and begin reflecting on the relationship of what they learned to their situation.

During the second week of training, the participants begin the planning process, identifying specific program needs, electing workshops and seeking out consultants to fulfill those needs, finally finishing their action plan which lays out in detail the actions teams plan to make when they return home to their local school to implement their desired programs.

A 1975-76 Survey, implemented by the Chicago Center, of the teams trained that year, asked participants what was the single most important learning derived from the training (See Appendix C). The following are their responses (287 respondents):

- | | |
|--|------|
| Communication skills, understanding of self and others, personal growth, confidence, motivation. | (80) |
| Specific training areas cited: planning, effective communication training, values clarification, affective education, assertiveness training, etc. | (64) |
| Group work with team members | (44) |
| Development of philosophical base, understanding of causes of drug abuse | (28) |
| Development of an action plan, seeing a change in the back home school/community, gain in job skills | (25) |

For analysis sake, the two-week residential training can be broken down into four components:

1. The laboratory experience, the dynamics and personal learning resulting from this;
2. The development of philosophical base understanding the causes of destructive behavior including alcohol and drug abuse;
3. The experiences of affective education approaches and the resulting increased self-awareness and skills to deliver such approaches;
4. The development of an action plan and the learning of the necessary skills to implement and manage a program and to become a change agent in local schools.

The first component, the laboratory phenomenon, has already been discussed in this chapter. The next three components will be analyzed more extensively relating them back to the objectives of the program.

Development of a Philosophical Base. During the first week of training all Training Centers convey the basic philosophy of the Program including its philosophy of prevention, the psychosocial approach to drug use and abuse, the

necessity of humanistic and affective education and the theory of alternative education. This is the first objective of the program. Also, most training designs include one workshop on the pharmacological aspects of alcohol and drugs. The strategies vary in each Center to present such learning.

Perhaps one of the more creative approaches is the socio-drama in the New York Training design in which the speaker role-plays a drug addict that has come in for help and counseling while the audience role-plays the counselors. The audience ends up frustrated because the kid "doesn't want anyone to get into his head" which of course makes prevention impossible if one subscribes to psycho-sociological approach to drug abuse.

Another important knowledge to be learned by the school team is awareness of the school system as an organization and the importance of its learning environment in facilitating learning. The New York Training Center has a special block of time dealing with the issue of How to Deal with the School System discussing power issues, school failure and alternative programs. Other Centers have a High School Simulation Exercise, a role-playing simulation which illustrates experiences which have potential to block or facilitate the enhancement of self-concept in the school system. Oakland Center has a Defining the Problem Workshop which illustrates how various disciplines in the school define the problem differently. Chicago Center's Change Experience Workshop focuses on individual and organizational change.

Experiencing Affective Education Approaches. As discussed previously, the experiential learning of affective education premises, strategies, and techniques grows into a process through which many participants experience much self-awareness which then contributes to the ambience of the laboratory experience. As participants become more self-aware they simultaneously begin to understand old patterns of behavior and begin to learn more effectively

new behavior patterns which will increase their effectiveness as educators. Many of the workshops in the residential training have this as the ultimate goal.

The author has divided the workshops that are designed to increase educators' effectiveness into the following subcategories:

1. Communication skills
2. Skills in leadership and means of communicating these skills to youth
3. Valuing skills: learning how to clarify and accept one's own and other's values
4. A basic understanding of school system, their power structures, possible problems hindering open dialogue
5. A basic understanding of teaching styles
6. A basic understanding of family dynamics and possible communication problems
7. A basic understanding of stages of human development, especially adolescent development

These subcategories can be found under the second and third objective of the Program. Looking at Appendix E illustrates how multiple and diverse the workshops are within the training design itself and how they vary from Training Center to Training Center.

Workshops in communication skills vary from the role-playing exercises in the Active Listening Workshops, Communication Skills and Group Process Workshops to the more intense experiential, awareness Imprint Session in New York and Oakland Training Centers. Value Clarification workshops vary from basic strategies to the discussion of subjects such as Kohlberg's Moral Reasoning, Values and the Oppressed, and Racism, Sexism and Ageism. San Antonio Training Designs has developed a series of communication skills workshops.

The need for affective education is illustrated in the Miami and Chicago Center with a high school simulation game illustrating various teaching styles, organizational styles, and the resulting oppressiveness of some high schools. Family Communication and Family as a Basic Prevention Unit in the San Antonio Training Center illustrates the necessity of family involvement in prevention. And, finally, Assertiveness Training, and Communications in Multi-Cultural Education are examples of workshops facilitating an understanding in alternative cultures and life styles.

The Development of the Action Plan and Training the Change Agent. As discussed in the second chapter, the USOE Alcohol and Drug Training Center Program maintains that in order to effectively implement a prevention program which causes change in the school system, it is necessary to train a team of educators instead of individuals. The Program also maintains change should be planned and should be coordinated among disciplines in the school system as well as those in the community who work with youth. Therefore, looking beyond the residential training for a moment, it seems the teams' main role after training can be defined as a planner of change and a resource linker. As a planner of change the team will diagnose the needs of their local school and community, establish goals and objectives, design an action plan, implement that action plan, and evaluate the effectiveness of that plan. To move through this problem-solving sequence effectively, the teams must bring together needs and resources. Resources can be financial backing, knowledge of solutions and skills, or people with time, energy, and motivation to help.

Combining philosophies of change (Havelock and Havelock, 1974, Buchanan 1969) a useful division of training for the change agent is the following:

1. team building
2. facilitating the awareness of knowledge and skills

3. training in skills enabling a team to become a planner of change
4. training in skills enabling a team to become a resource linker

This is a useful division of training, since it reflects the type of training taking place in the Center's residential training as the Center prepares teams to implement programs in local schools. Consistent with the first division, during the intensive 13-day training, each of the five Training Centers spend blocks of time in team building. Teams participate in exercises which enable them to work as a problem-solving unit, such as listening exercises and communication exercises. Each participant has the opportunity to try new communication skills out in group decision-making exercises which identify personal resources and roles with the intention of building on these for the betterment of the team process.

The Chicago Training Center did a 1974-75 Survey in which they asked team members who had been trained at the Center what they thought made the greatest contribution to the successful program implementation. The largest number of respondents (75 out of 287) responded to this question by answering team composition, cohesiveness, inter-communication, and unity (See Appendix C).

The second division for training a change agent is the facilitating of awareness and skills. Of course, there is no purpose in teams becoming prepared in implementing programs, or for that matter, no reason for a National program to exist unless educators and trainers feel there is some value in the knowledge and skills which are taught and disseminated. This is the heart of the Program; this is what motivates the persons involved, why they get excited, why they spend hours of voluntary time setting up programs. They believe the knowledge and skills they have acquired are the answer for the prevention of destructive, unproductive and hurtful behavior. It is obvious, then, that any

change agent training should devote much time to increasing the awareness of the individuals in training. But this is a long process and two weeks is not enough time to complete the process. However, a two-week training period can begin the awareness, lighting a spark of enthusiasm for the individual and team and encouraging further study after training. The two-week intensive training facilitates awareness and partial implementation; then during technical assistance on-site training, the team moves to full implementation and application.

The third division of training the change agent is training in skills enabling a team to become a planner of change. An integral part of the USOE Training and Resource Center Program is based on the concept that change in a school system, whether it is implementing a new program or it is linking various activities and coordinating resources, is only effective and long-lasting if it is planned change. Four of the ten objectives developed for Training Centers involves this process: The Centers should train school teams in the following:

1. skills to assess their school drug and alcohol problems
2. skills to identify available school/community resources and additional resources necessary to deal with the drug and alcohol education and prevention
3. skills in planning and implementing and early intervention and prevention school drug and alcohol program which could include, i.e., peer group and individual drug and alcohol counseling.
4. a basic set of skills in experiential problem-solving processes including self evaluation in order to monitor performance.

This process of diagnosis begins on pre-site visits where trainers begin instructing teams in collecting information on problem assessment in their local community. This process of assessment continues during and is a crucial step in the process of action planning in the residential training cycle.

Resources may include knowledge of solutions and skills and knowledge of groups able to provide these. The Centers' personnel meet this objective on one level by teaching skills that can be used as prevention for destructive behaviors.

Center staff also help in the process of resource identification by being knowledgeable about local sources, programs and State agencies and providing that information to teams during intensive training and onsite support visits. During the past years, the staff has identified many successful activities and programs they felt to be successful which were presented during training such as: peer counseling programs, alternative programs, parent effectiveness training, among others.

Both the thorough assessment of the local community and resource identification help toward achieving the ultimate objective in training which is to help teams begin planning an early intervention and prevention program in the schools. During training all Centers help teams develop Action Plans. Centers have special skill sessions in the negotiation process, group process and planning, planning grid, and special team coordinator meetings. Chicago provides a program management workshop.

In setting up the National program of the Alcohol and Drug Education Program, it was the intent that the learning of planned change should be action-oriented rather than solely cognitive problem-solving. Therefore, each team is

responsible for completing an action plan as a condition for receiving a grant. The team is introduced to the concept of the action plan at a pre-site visit, and during the intensive two-week training the plan is completed. When the team returns home, they begin implementing the plan with the assistance of Training Center Staff during on-site visits. The formats of the action plans vary slightly from Center to Center, but all contain the following processes: (1) diagnosing the exact problems in the local school and community; (2) stating exact behavioral goals the team hopes to accomplish in six weeks, three months and six months; (3) stating exactly what action is necessary and by whom to reach these goals and a time frame for doing so; and (4) determining what changes in the conditions, needs and action of the target population and institutions the team expects to see by each. After a team develops such plans, it then goes back home to actualize the plans: technical assistance visits are set up to evaluate results of change efforts and adopt, modify or expand proposed activities. An example of action plan is found in Appendix B.

A fourth division of training the change agent is training in skills enabling a team to become a resource linker. Earlier the change role was defined as a planner of change and a resource linker. These two roles are obviously integrated, since one of the steps in planning change is identifying resources. But also, the role of a linker is at times seen to be a separate function occurring simultaneously with the problem-solving process. Many change theories indicate that just by linking diverse systems, change will take place (Havelock and Havelock, 1974).

Training Centers increase teams' awareness in the vital role of linking and development of community resources by presenting sessions on community organization, community resource networking, resourcing and conflict management.

This role is further developed during onsite training visits designed specifically for the "back home" situation.

Summary

The following are the appendices pertinent to this chapter:

Appendix D: An Example of a Training Design

Appendix E: Differences in Training Designs

These training designs are the designs the USOE Training Centers used in 1975 in the Alcohol and Drug Abuse Education Program School Team Approach training. From training cycle to training cycle the designs change slightly adapting to the expressed interest of the teams. In 1977 the training designs and objectives have been adapted for the Program of the School Team Approach for Preventing and Reducing Crime and Disruptive Behavior in the Schools. This new program has only changed content areas in training, substituting workshops specifically dealing with alcohol and drug abuse behavior for workshops discussing juvenile delinquency, crime and violence in the schools, the schools interface with the juvenile courts, and security problems.

Training Centers' training designs have been discussed in this chapter. But, as has been said, training does not end here. Once the school team returns home they are entitled to technical assistance visits by the Center personnel which will be discussed in the next chapter.

CHAPTER V

TECHNICAL ASSISTANCE

The end goal of the USOE Training and Resource System is to initiate and maintain a process in which schools and communities throughout the nation actively create and manage prevention and education activities within their own localities. For this end, school and community teams begin participating in a training process. The training process can be described as the following: pre-site visit + residential training (13 days) + technical assistance visits. At a pre-site visit, a trainer from the Regional Center meets with team members in their local school to start facilitating the initial stages of the teams' process in diagnosing its local needs, the first step in planned change. After this visit, the teams participate in an intensive training cycle of 13 days in which teams learn skills in designing and implementing prevention and education activities which has just been described in the previous chapter. The teams then return home beginning the implementation of action plans.

The Process of Training a Change Agent

In the process of training a change agent, the Training Center first becomes the change agent training the team. As the action plan develops and residential training continues, there is a fusion as the Training Center acts as an external change agent and the team begins acting as an internal change agent developing an action plan of what should be done in the local community. As the team returns home and begins implementing its action plan, the team begins operating as an internal change agent. The Center acts as a support system during technical assistance visits by providing skills and knowledge the team needs to continue implementing its activities. The end goal is to

have the team act completely independent of the Center in initiating and implementing continual change in the schools.

Once the team begins work in its local community, the Regional Training Center is still actively involved in working with the team as they grow, learn and experience during the process of program implementation. Trainers are available to further train teams throughout the remaining year. This further training is called technical assistance (TA). Each team has the opportunity for approximately three on-site technical assistance visits the year following training.

The study Federal Programs Supporting Educational Change, Vol. I A Model of Educational Change (1974) analyzed educational innovation attempts in the school systems. The study finds on inspection that the most difficult and complex part of educational innovation is not the adoption by the school system, but the implementation. They found that the innovations typically were initiated with a high level of enthusiasm and support by faculty and staff, but these innovative plans failed to achieve their objectives because of unanticipated and often prosaic difficulties and obstacles encountered during the course of project implementation.

The study stated that if an innovation is to take place, the institution must change to some degree to accommodate the innovation (the mutation phenomenon). The innovative strategy is an organizational process involving actors on the team and others in the institution as well as the institutional patterns of routinized behavior.

It is for this reason that one of the more unique and essential components to the USOE Training and Resource Center Program is the technical assistance visits. These technical assistance visits in the team's own local community, enable Center staff to deal with the team with which they have

previously established a relationship. This opportunity for further training allows training to adapt to the needs of the team as they implement their action plans. This is essential since many times a team doesn't perceive a specific need or anticipate all possible problems that will be encountered in the implementation process. Therefore, on-site TA visits allow the Center staff to train toward specific identified problems.

Delivering Technical Assistance

Being able to deliver effective technical assistance is a demanding, complicated procedure, forcing a consultant to assess a team's needs and help plan for their resolution. Four years ago in 1972 when the Alcohol and Drug Program created the concept, trainers and Federal educators were new at its implication. Now, personnel through experience have for the most part developed personal philosophies, concepts and implementation methodologies. Now it is easier to identify specific goals and categories. As each of the five Centers develop their own framework in which they conceptualize on-site support, it becomes evident the conceptualizations have similarities in goals, divisions and methodologies. All Centers conceptualize generally the same purpose and philosophy. It is also true that in studying the Centers delineation of categories the same general groupings are apparent. The types of TA seem to fall into five overall groups. The groupings are:

1. Resource for skills and knowledge
2. Process Helper
3. Developing Linkages
4. Team Development
5. Energies

These categories confirm and are consistent to the essential needs and function of change agents discussed in Chapter III, Assumptions and Theories Behind the

Program, and Chapter IV, Residential Training. Further elaboration of each category will follow using ideas found in literature received from the various Training Centers.

Technical Assistance: Resource for Skills and Knowledge. To implement a program, teams need a variety of new skills and knowledge. This is an essential part of the 13-day intensive training as well as on-site technical assistance. A team often needs more sophisticated skills in such areas as communication, counseling, values clarification, program design, and community participation. A Training Center staff person provides this knowledge by helping to conduct a workshop providing program models or just giving information in a timely way.

The San Antonio Center divides their skill and knowledge assistance into three sections: (1) data and skills development relative to workshop activities, such as workshops in values clarification, group dynamics, curriculum packaging, transactional analysis, (2) data and skills development on alternative models, such as youth services, peer counseling programs, teacher training, community involvement, and (3) data and skills development--miscellaneous, such as grantsmanship, legislative activities, and media activities.

Technical Assistance: Process Helper. The Center staff, when functioning as a process helper, aids the teams in working through its action plan. All teams are accountable to their action plans developed in the two-week training cycle. On-site visits focus on this action plan helping the team execute it or readjust the plan to include more realistic goals. Centers see this as a main objective assisting the team in becoming skilled to the point that it can take responsibility for self-direction and maintenance. The TA visit should help teams implement their goals, modifying the action plans if they are unrealistic or elaborate on them if desired.

Oakland Center divides the process helper function into three main areas: (1) status assessment--a team may find it difficult to evaluate where things are within the team and/or its Action Plan, at which time a Center member, prior to giving direct onsite support, assists a team in doing a needs assessment or a status diagnosis, (2) planning problems--teams need regular strategy planning sessions to implement their Action Plan. A Center person can help the team formulate new plans where necessary through onsite visits, (3) goals problems--frequently a teams' goals are unrealistic and need to be re-examined. Obviously, a team often does not know this until they begin to attempt to implement those goals in the community. A staff person can work with the team in this process and also train the team in reassessment skills.

Technical Assistance: Establishing Linkages to Resources. If a team is to be successful it must learn to identify and utilize available resources. The San Antonio Center's main literature divides this function of an onsite visit into three areas. They maintain that a provider of TA should be able to (1) provide an information flow between the team and the Center, (2) be a liaison among teams located geographically in the same area, and (3) be a liaison among the teams and community/State/National groups essential to team task development. All of the other Centers concur that these three linkage points are important for any teams. All Centers use various techniques for facilitating the process of linkage to enable teams to use each others' resources as well as State and local agencies. All Centers, in the event of co-located school and community teams, invite the community team to participate in onsite training workshops and in coordinators' workshops or other activities, if appropriate. Centers give TA to clusters of teams in geographical areas. Centers usually

when delivering onsite technical assistance, contact the Single State Agency and State Department of Education and ask them to participate. All Centers also do field training in which teams of a specific state or specific area meet together around learning new skills and establishing communication systems. The Chicago and San Antonio Center provide newsletters for all the teams trained keeping each team current on other teams' activities.

Most Centers also provide special field training in which State Agency, local agencies and teams or a combination of such are invited to deal with their relationship and establish a network where prevention programs become coordinated, therefore, eliminating overlap and program discrepancies. New York and Miami Centers have had regional conferences for such activities.

Technical Assistance: Team Development and An Energizer. To be successful a team must function effectively together building on each others strengths and skills while coordinating roles; therefore, team building is an important part of the intensive 13-day training cycle. But obviously relationships never maintain themselves and consequently some kind of team building goes on during any technical assistance visit. Many times communication between team members has broken down, and it is necessary for the trainer to facilitate open communication and arbitrate differences between team members.

Also, in the process of implementing an action plan, obstacles and day to day demands can drain the energy and/or enthusiasm from a team. A trainer visiting can motivate a team.

Technical Assistance Codes Used for Reporting TA

Five categories have been discussed: divisions all five Training Centers have identified as having importance in looking at TA. Each category describes specific behaviors and actions during an onsite technical assistance

visit. Evolving from this are the TA codes that Centers selected to report TA activities.

During the year 1976-77, each training Center was asked to divide their TA functions into 5-15 types, then for the entire year to use these types to record TA activity. The Centers were free to identify their own types. The charts on the following pages lists these types of technical assistance in relationship to the categories just discussed above.

Summary

During an intensive 13-day training session all teams design action plans after diagnosing local needs. These action plans include such activities as inservice training, curriculum development, coordinating with juvenile justice systems, setting alternative types of learning within the school system, establishing a peer counseling program, maintaining a linkage system with other systems. All of these proposed activities include some kind of school change, bound to run into problems or obstacles. Training center staffs at the time of the 13-day training begin to work with teams trying to plan ahead of time for obstacles, but obviously not all problems can be second guessed ahead of time. It was for this reason the USOE's program set up the continuous training program, in the form of technical assistance, enabling trainers from the Training Centers to explore, with the teams, special problems which may arise in the local community. This on-site technical assistance support provides the knowledge, skills and support through a clearly defined process to help a team carry out its action plan.

As the team successfully implements a program in the school system causing change within the school system, it is assumed that these activities will have a multiplicative factor. As the group actually succeeds with planned innovation, they not only learn the process, enabling them to design future action plans

Types of Technical Assistance as Divided by the Regional Training Centers

Center	Skill & Information Resources	Process Helper	Establishing Linkage to Resources	Team Building
Chicago	PC - Peer Counseling	AS - Program Assessment (goal clarifying, etc.)	CD - Community Resource Development (developing strate- gies for mobilizing community/school re- sources, for involving key people, community organization tactics)	TD - Team Development (team issues, assim- ilating new members, leadership issues, lending credibility, attending meetings with superinten- dents.
	VL - Values			
	FM - Family	EV - Evaluation		
	CC - Communications & Counseling	PD - Program Development (projects planning, program models)		
	CD - Curriculum Design		CD - Grant Development RC - Regional Conference	
Oakland	CC - Skill Problems	AA - Status Assessment	BB - Resource Problems (problem solving workshops on re- source development)	DD - Team Building (energy problem, intra-team problems)
	GG - Providing Resources (Staff provides services to teams)	EE - Problem Intervention (problem solve around obstacles & redefine problem and strate- gies)		
		FF - Planning Problems (strategy helping to implement action plans)		

Center	Skill & Information Resources	Process Helper	Establishing Linkage to Resources	Team Building
Miami	AL - Alternative Program Development	AP - Action Planning (designing overall design)	RD - Resource Development (aiding in coordination of efforts)	TB - Team Building (group dynamics, simulation role playing)
	CO - Community Organization Skills	PS - Planning Skills (setting goals and objectives)	CO - Community Organization Skills (identification, diffusion, and adoption of program)	
	CD - Curriculum Development	PV - Problem Solving (identify & resolve issues)	PR - Public Relations (developing capacity to promote programs)	
	HE - Humanistic Education	PD - Program Development (M.B.O. & grantsmanship)		
	MR - Minority Relations Trainings	RE - Research & Evaluation		
	PG - Personal Growth Skills Development			
San Antonio	DS - Develop skills to implement plan	GI - Gathering Information	DC - Developing Constituency	DI - Developing Team (leadership & support issues, conflict resolution, negotiation skills, decision-making skills, goal clarification)
	DW - Data & Skills development (workshops) (value clarification, counseling & communication skills, etc.)	PI - Problem Identification		
		DA - Developing Plan of Action		
		SP - Short-term Planning		
		LP - Long-term Planning		
	DA - Data & Skills Development in Alternatives (peer counseling, recreational program, etc.)	IP - Implementation Program		
		RP - Revise Action Plan		
	FT - Family Training			

Center	Skill & Information Resources	Process Helper	Establishing Linkage to Resources	Team Building
New York	WS - Workshops (1) students (2) teachers (3) parents CD - Curriculum Development OT - Other (giving information, fundraising, etc.) PA - Planning Alternative Models	AS - Assessment PL - Planning EV - Evaluation	ST - Support (network development within schools and other agencies)	TM - Team Building

for future activities, but they also create a generative experience which spreads to other educators.

It is for this reason conceptually that it is possible to say these teams' activities are presumably moving school systems a little closer to a self-renewal state. This movement of completing one action plan can possibly create the conception for other action plans and planned change, making a school system more able to change and adapt.

The Research for Better School Study, "Planning Assistance Programs to Reduce School Violence and Disruption" (LEAA, 1976) examined six education programs which included some kind of technical assistance. The study concluded,

Although all of these technical assistance staffs justify their efforts in terms of helping the schools to achieve the purposes of a specific funding program, a closer examination of the way they work suggests that each, in some way, is also trying to strengthen the problem-solving, planning, and management capabilities of their client school (p.111).

It seems then by the mere process of implementing new programs or activities in a school and, therefore changing it, it is conceivable that the school moves in a direction of a self-renewing school.

The next chapter will move back to the direction of the National Level. To this point, this thesis has discussed the basic assumptions and theories behind the USOE Training Center Program and then moved into discussing the Program's components derived from these assumptions. One necessary and unique characteristic of the USOE Training Center Program is the management which is completely different from the majority of Federal Programs. The area of managing a Federal Program will be discussed in the next chapter.

CHAPTER VI

MANAGING A NATIONAL PROGRAM

There are many funding alternatives for the Federal government as it begins to design and implement education programs authorized by Federal legislation. The Research for Better School Study (1976) identifies them in the following way:

1. Provide telephone and/or return mail service to educators about alternative ways to cope with specific problems.
2. Publish pamphlets for special audiences, e.g., security directors, teachers, principals.
3. Provide training on a regional basis to school personnel, and other appropriate audiences on effective programs.
4. Provide assistance of qualified practitioners to help local staff to plan, adapt, and implement appropriate programs.
5. Provide funds for school districts to plan programs.
6. Provide funds to start programs, e.g. equipment, materials, staff and training.
7. Provide funds to support first-year and/or second-year expenditures other than start up funds i.e., staff, salaries, facilities.
8. Provide funds for school districts to continue effective programs.
9. Evaluate currently operating programs to identify effective practices and programs.
10. Provide funds to research agencies for development of new programs.

As described earlier in the paper, the USOE Training and Resource Center Program determined that providing training on a regional basis to school personnel and other appropriate audiences on effective programs and providing assistance of qualified practitioners to help local staff plan, adapt, and implement appropriate programs are the two most appropriate and effective strategies for Federal leadership. Since the USOE Training and Resource Center Program has committed itself to on-going, up-to-date training and on-site support, it necessitates an active type of leadership by the Federal office.

Federal Government Organization

As one looks at a Federal government organization chart, one can easily determine that the Federal government chooses to divide its bureaucracies into program and management components; consequently, it is a division bureaucrats function in. The program division includes the actual content, the premises, the strategies of training, the types of technical assistance and the specific skills taught. The management division includes goal and policy setting, allocation of resources, the organizational chart, the personnel issues, and the coordinating, scheduling and monitoring. In actuality, the division into program and management only serves a philosophical purpose, for both are essential: It is ridiculous to discuss premises and strategies if there is no effective organization and utilization of resources to implement these. Also, an effective system without any reason or content would be hollow. Many times training and technical assistance quality suffer because management was inadequate; ineffective management has been the demise of many Federal programs.

Management of the USOE Training and Resource Center Program

The management of the USOE Training Center Program is the coordination of a group of people with diversified skills to meet the objectives of the

program. This coordination manifests the management style of the Project Officer for the USOE Training and Resource Center Program. Essentially, management decisions in the Program are determined by the Project Officer with policy and program direction decisions made in concert with the Director of the Alcohol and Drug Education Program and the Senior Education Program Officer. Important input management and policy issues also come from a team of staff and consultants performing functions in areas of program, evaluation and management support. The role of the Project Officer is to facilitate timely decisions with the best input possible; making decisions in a timely fashion is as equally important as making wise decisions.

Specific activities can be identified that contribute to the management of the USOE Training and Resource Center Program. Listed below each activity is the management function each activity supports.

1. Scope of Work Contract including negotiation session for renewal of contract.
2. National Trainers of Trainers in which all of Training Centers' staff participate:
 - a. for program direction and philosophy
 - b. for National identity
 - c. for sharing across Centers
 - d. for energizers
 - e. for goal emphasis
 - f. for introduction of new skills
 - g. for support
3. Center Directors meeting approximately every three to four months:
 - a. for program directions
 - b. for National identity

- c. for monitoring National programs
 - d. for goal emphasis
 - e. for feedback to National office
 - f. for mutual problem-solving
 - g. for support
4. On-site visits of management staff to Training Centers quarterly:
- a. for on-site problem-solving sessions around management problems, personnel issues, budget expenditures, program design and implementation.
5. Information Support System and Data Base System for collection of information:
- a. for collecting relevant management information, such as expenditures and technical assistance days given.
 - b. for collecting program information, such as composition of teams and implemented activities.
6. Encouragement of cross-Center representative groups, such as information support facilitators, women and minority groups:
- a. for problem-solving around certain roles in Training Centers
 - b. for sharing relevant information
 - c. for allowing possibility for certain groups to be heard at the Federal Office level
 - d. for giving groups in the system, e.g., minorities, information collectors, a power base for negotiations.

These activities will be explained further throughout the remainder of this chapter.

Recent research is concluding that an organization's effectiveness is a function of the leadership of the management. Since evaluation studies are showing positive performance measures and impact on schools through the USOE Training and Resource Center Program, it seems important to look closely at the management and leadership of the National System.

While the exact nature of the influence of leadership is difficult if not impossible to document, recent research in the area of leadership seems to point to the existence of four basic dimensions of leadership: (1) support, (2) interaction facilitation, (3) goal emphasis, and (4) work facilitation. These categories of behavior formulate a useful conceptual model enabling one to look at the management of USOE's Program. Bowers' (1966) study, "Predicting Organizational Effectiveness with a Four-Factor Theory of Leadership" describes these four dimensions of leadership as follows:

1. Interaction facilitation: Behavior that encourages members of the group to develop close, mutually satisfying relationships.
2. Goal emphasis: Behavior that stimulates an enthusiasm for meeting the group's goal or achieving excellent performance.
3. Work facilitation: Behavior that helps achieve goal attainment by such activities as scheduling, coordinating, planning, and by providing resources such as tools, materials, and technical knowledge.
4. Support: Behavior that enhances someone else's feeling of personal worth and importance.

Using this framework, the management activities of USOE Training and Resource Center Program would be recorded as follows:

Leadership: Interaction facilitation. From the inception, the Training Centers in each region of the country were considered a part of the National

system--a network that would be self-correcting by keeping abreast of the latest educational research. It was conceptualized as a self-correcting system as evaluation studies and program and management information deemed it necessary. Each Center was to maintain its sense of national identity keeping in close contact with the National Office. The Federal Office was to provide leadership, and each Center was encouraged to communicate with other Centers to share new methodologies, techniques and learning.

To build a sharing process into the organizational design, Center Directors meetings were set-up every three months. A National conference designed as a National Trainer of Trainers was scheduled approximately every six months. During the National Trainer of Trainers Conference, staff members from all Centers participated in a five-day training session. As everyone across the country met together, the National Office had the opportunity to clarify goals and objectives by providing specific philosophy and skill development sessions for every trainer in the system. With National Trainer of Trainers Conferences scheduled every six months, a mechanism for regular input from the National Office is established, enabling the system to change directions or emphases quickly as the various needs surface.

At the National Trainer of Trainers Conference other very important organizational dynamics are witnessed. Personal relationships are developed between Centers and the National Office; these are the beginning of working contacts which are maintained throughout the years enabling every member in the system to share support, information, and innovative practices across the country. Every staff member gains an identity as part of the National System as every person has an opportunity to be involved in the sharing. This established a sense of a "National Community," something most Federal programs do not have.

An "exchange program" was also encouraged by the National Office; this allowed having one trainer from one Center participate or observe training in another Center. The system is just beginning to take advantage of the exchange concept.

Leadership: Goal emphasis. An Interagency Task Force consisting of members of U.S. Office of Education, National Institute of Mental Health and the President's Special Action Office for Drug Abuse Prevention attributed part of the success of the Training Centers' Program to the fact that it has specific goals. From the Training Centers' inception, objectives were outlined, giving each Center a common set of goals, yet simultaneously the freedom to design strategies for reaching those objectives. Anyone familiar with teaching knows that there can be many methodologies for classroom learning, all equally effective. Similarly, by allowing Centers the opportunity to create their own designs and strategies, a high degree of commitment to the training and technical assistance (TA) process is achieved as well as the creation of various training and TA designs: all meeting the National programs objectives.

Specific goals are also laid out in the Scope of Work stating the number of trained teams and number of technical assistance visits required during one year. During 1974-76, each Center trained 530 school teams and 248 community teams giving approximately three technical assistance visits per team. In 1976-77, 4,000 TA days was provided to teams.

If a program is to be effective in providing goal emphasis, management must receive feedback concerning which goals are reached. This information must be received in the National Office in a timely, accurate way. The USOE program developed an Information Support System. This is collecting not only expenditure information and staffing patterns, but also program information allowing for active program monitoring. This information includes the number of team trained, teams which received technical assistance, types of technical assistance given and conferences with State Agencies.

Also, unique to the USOE program is the National Data Base, a computerized system giving data quarterly on the socio-economic characteristics of teams trained, ethnic origin, team members, types of programs developed, dates of training, teams quarterly progress reports, and days of technical assistance teams received.

Leadership: Work facilitation. The third dimension of leadership, work facilitation, is defined as behavior that helps achieve goal attainment by such activities as scheduling, coordinating planning, and by providing resources such as tools, materials, technical knowledge (Bowers, 1966).

National Trainer of Trainers Conference helped provide not only a sense of National identity and goal emphasis but also gave program philosophy and an introduction to the types of skills and technical knowledge essential for everyone in the training system to have if goals were to be accomplished. One of the essential elements of management that has facilitated program development has been quarterly on-site visits. On these visits the Project Officer and a management consultant sit down with the Director and other Center staff at the Training Center for approximately two days discussing any recent policy decisions reviewing the Center's organizational structure, program progress, and budget expenditures, suggesting solutions on any related problems in the area that might be hindering the Center's meeting its contractual obligation. These sessions are on-site problem solving sessions, dealing with inevitable management problems in a non-judgmental, helpful manner, exploring alternatives, giving ideas for directions, and emphasizing what is needed to adequately meet the Center's obligation.

In addition to these activities, a unique component to the organizational design was created by management allowing for better input to the main office

and more accountability in the system. This design established various representative groups. These groups had representatives from each Center involved; for example, the minority staff and women staff had a representative group at Trainer of Trainers Conference to discuss various issues concerning them; the concerns were reported directly to the National Office. By establishing this type of representative group, information is received in the National Office which is needed to make responsible policy decisions. Conceptually, every group in the system could have a voice and an opportunity to influence policy. Therefore, these groups not only give opportunity for establishing identity and problem solve solutions to staff in Training Centers, but also give various groups, who otherwise might be lost in the system, a power base allowing for the opportunity to express opinions, to be heard, and negotiate needs.

Leadership: Support. The fourth dimension of leadership is support defined as behavior that enhances someone else's feeling of personal worth and importance. By the nature of distance, having Centers scattered across the country, the USOE Management has probably not fulfilled this leadership function as fully as it has the other functions, although attempts have been made to make the National Office more responsive by such actions as the returning calls coming in from the Centers the same day they are received and attempting not to give out mixed messages from the National Office.

Because of limited communication to the National Office, it is not possible to give positive feedback for every success or take correctional action for every problem. Aside from this, energy of the National Office staff is drained dealing with internal bureaucratic problems and funding. Fortunately though, the Training Center staff receive constant positive feedback from participants and State agencies, therefore making immediate National Office support not as crucial.

Summary: Management Leadership Needed

It should be emphasized that to perform all of these functions effectively it takes an active, participatory management style--not one of mere monitoring as most Federal programs have. It requires that the Federal Manager or the person directly responsible for the program have personal skills in negotiation and in the management of conflict. There will always be an inevitable division of interest in the Feds and others. Real or imagined at Director's meetings or at National Trainer of Trainers Conference, some will perceive the Federal Office as demanding unrealistic expectations and at times the Federal Office will see the contractors as inefficient. These fears and perceptions can be reduced to a minimum when communication is constant and conflict is effectively dealt with.

Other skills essential in successful management are the skills necessary for management problem solving. During site-visits the person must act as management consultant and not be perceived as placing blame or abusing power. This person must effectively explore alternatives, helping to set up new systems if necessary to help facilitate a Center's implementation of their contractual obligation.

Many complicated skills are necessary for the implementation of any program. Management is the program and vice versa. A Federal Manager must not only be skilled in management but must be able to adequately coordinate and utilize people with other skills as in the areas of a program, evaluation, research, or creative programming.

The author has realized time and time again while working in the USOE Program, that effective program implementation could never be done by one person--if for no other reason than the time involved to maintain an active functioning system. It is the combination of skills of many people coming together that

provides creativity, checks and balances, different perspectives, feedback and support necessary for any responsive policy making and decisions on the part of management; therefore, the person in charge must effectively utilize these skills and expertise within the National Office and within the Training Centers to the advantage of the overall program.

This chapter completes the analysis of various components of the USOE Alcohol and Drug Training Center Program. The next chapter will look at some evaluations of the Program.

CHAPTER VII

EVALUATIONS AND SUMMARY

The U.S. Office of Education, Alcohol and Drug Training and Resource Center Program is the coming together of many premises and philosophies. It is a combination of commitment, creativity, and team work by persons in the National Office, and it is a massive amount of energy, commitment and creativity on the part of the personnel in the Training Centers.

With this in mind, evaluation studies should be examined at various levels of the USOE Training and Resource Center Program. These areas for evaluation are represented in the following graph.

Levels of Information Flow and Evaluation

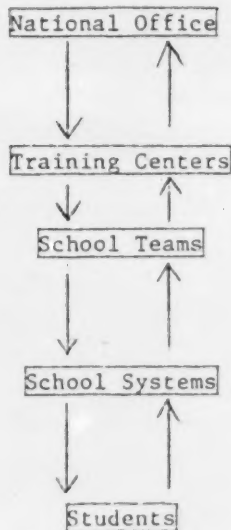
ACTIVITIES

Policy. Objectives.
Management meetings.
National Trainer of
Trainers.

Training and Technical
Assistance.

Program and activities
implementation. Changes
in resource allocation.
Teacher training.

Program and activities
causing changes in
youth and learning
environment.



EVALUATION

Goals and Performance
in Quarterly Reports.

Measures during training.
Goals and Performance of teams.

Program development.
Survey of personnel.
Monitoring resources.

Impact data on destructive
behavior.
Surveys of youth.

Evaluations

As the graph indicates, there are four levels of possible evaluation. Information flow and evaluation is now going on in USOE Training and Resource Center Program on all these levels to some degree.

Monitoring Information: Training Centers to National Office. At this level the information is used in a monitoring function answering the questions: How many? How much? The Federal Office receives quarterly information collected in the Quarterly Management Reports and the National Data Base. These provide information on budget matters, staff employment, number and names of teams trained, number of technical assistance days trained and ethnic background of school systems sending teams to training.

The National Office gives feedback about this data collected during such activities as Director's Meetings, on-site visits, and the National Trainer of Trainers Conference.

Process Evaluation: School Teams to Training Centers. The crucial question at this level is: Are Centers meeting the behavioral objectives set in the Scope of Work? Do the Centers in fact actually impart the knowledge, increase the awareness, and teach the skills to the school teams they train?

In the U.S. Office of Education Annual Evaluation Report to Congress (1974), an evaluation study funded by the Special Action Office for Drug Abuse Prevention, E.H. White and Company is quoted after it surveyed 900 teams trained with 1973 funds. The following conclusions were made:

Respondents felt that training provided experiences that had a positive effect on their personal lives (90%), on the way they worked with others on the job (92%), and on their participation in community life (85%). Seventy-eight percent of respondents (out of 900 teams) reported that the prevention activities initiated by their teams or individual team members are continuing to have effect a year after training. Seventy-one percent of respondents (out of 900 teams) felt that technical assistance provided by Training Centers solved problems or helped teams carry out their work (U.S. Office of Education, Annual Report, p. 7).

A second evaluation study, "An Evaluation of the School Team Approach for Drug Abuse Prevention," done by American Institutes for Research, February 1976, concluded:

The training received by teams at the Regional Training Centers was highly effective in giving them the skills to set up local drug abuse prevention programs. One year after training, 82% of teams could be designated as effective (p. 4).

On a regional basis, the Chicago Training Center initiated their own evaluation study and found that the majority of the participants felt that Center's objectives had been gained.

System Impact Information: School Teams Interact with School System.

At this level, evaluation is especially intriguing and will be discussed later in this chapter during the discussion of the impact of innovations. System impact can be considered in terms of the activities teams carried out. Again, the former evaluation studies are quoted. The U.S. Office of Education Annual Report to Congress (1976) quotes the evaluation done by E.H. White and Company as reporting:

Seventy-eight percent of the respondents reported that prevention activities initiated by their teams or individual team members are continuing to have an effect. Only 7.8% reported that no activities were initiated. Thirty-four percent of the teams secured over \$5 million in funds or in-kind contributions from public or private sources to support their activities (p. 8).

The evaluation entitled An Evaluation of the School Team Approach to Drug Abuse Prevention and Early Intervention, Vol. I, done by American Institutes for Research (1966) quotes:

One year after training (in January 1976), approximately 82% of teams could be designated as effective; that is, the original team continues to work together (46% of cases), activities were being carried out by one or two key team members (18%), or activities were still ongoing which could be directly traced to the work of the original team (22%) (p. 5).

Impact on Students. At this level, evaluation is most difficult. It involves measuring knowledge, attitudes and behavior change. For this to be adequately accomplished, it requires having control groups and pre- and post data. The American Institutes for Research Study originally proposed to collect data on student drug use, but because of restraints placed on the study during Forms Clearance at the U.S. Office of Management and Budget, this part of the evaluation was cancelled.

Because of this and other bureaucratic red tape problems, as well as the fact that it is a very difficult type of evaluation requiring a great deal of money and manpower, a National evaluation on this level of impact has never been completed (Many teams, though, provide soft data to the National Office and Training Centers which report successes, change in learning environment and dramatic change in individual students). Some teams have also done their own evaluations in their school system, collecting hard data about discipline problems. Such impact measures are in the form of: truancies, discipline referrals, dropout rates, tardiness, vandalism, arrest records, teacher turnover, fewer expulsions for offenses, and incidents of fighting. Also more parent involvement, greater academic achievement, higher scores on self-concept tests, fewer teacher complaints, more classroom participation and school program participation are also considered success criteria.

Innovations and Their Impact on the School System

A study that is pertinent to this discussion is one done by the Rand Corporation titled Federal Programs Supporting Education Change (1975). This report analyzed and evaluated some of the larger U.S. Office of Education Programs (not the Alcohol and Drug Program). In its analyses of planned change, the study stated: "There is disagreement about which aspects of institutional behavior should be emphasized, and about how the problem of effecting planned

change should be stated: one analytical approach emphasized adoption; a second focused on implementation" (Vol. I, p. 6). But then it concluded:

In almost all the instances studied, adoption was not at issue; problem of implementation dominated the outcome and the success of the innovative projects. The innovations typically were initiated with a high level of enthusiasm and support by faculty and staff, but these innovative plans failed to achieve their objectives because of unanticipated and often prosaic difficulties and obstacles encountered during the course of project implementation (p. 8).

Because of the nature of an educational innovation, the decision to adopt does not resolve the problem of innovation; this decision is only the beginning of a process that exhibits a high degree of instability and variability. Experience has shown that innovative strategies not only change over time within sites, but that they also display an enormous amount of variability from one institutional setting to another (p. 10).

The USOE Program has always maintained that each school team is unique, their school system is unique, their problems are unique. Only they can come up with the right innovation to meet the needs of the community and the students. This philosophy is reflected in the diversity of activities school teams implemented and the fact that technical assistance to school teams was designed in the program. Each team for a year after residential training is able to receive technical assistance support to facilitate program implementation.

The following chart shows the percent of teams implementing various alcohol and drug abuse prevention activities in 1975:

Activities of School Teams

Assessment (surveys conducted to identify drug abuse problems, needs of young people, and local resources)	44%
Counseling (individual counseling programs, and those using youth as "peer" counselors to each other)	72%
Curriculum development for school systems	15%
Drop-in Centers (crisis centers, other youth service centers)	25%

(U.S. Office of Education Annual Report, 1974, p. 10).

Further Evaluation

The demonstration project, "The School Team Approach for Preventing and Reducing Crime and Disruptive Behavior in the Schools," an extension of the School Team Program discussed in this paper, is currently being extensively evaluated in a study "Evaluation for the Law Enforcement Assistance Administration School Initiatives" conducted by Social Action Research Center and funded by the Office of Juvenile Justice and Delinquency Prevention. The evaluation project is evaluating the program in terms of activities in schools and impact of school climate.

Summary

The study Federal Programs Supporting Educational Change concluded that innovations in school systems were most likely to be implemented when the innovations were characterized by the following attributes:

- A strong training component
- Practical how-to-do-it workshops
- Local expertise and technical assistance
- Frequent regular staff meetings
- Local materials development
- Voluntary highly motivated participants
- A critical mass (team) of project participants (Vol. III, p. 39).

The USOE Alcohol and Drug Training and Resource Center Program to some degree includes all of the listed attributes. These undoubtedly account for some of its success. Its philosophies, its operating premises, its organization, its management, and the apparent need for such a program in local schools are all vital components of the USOE Training and Resource Center Program.

Yet, to effectively document or evaluate the dynamic forces that combine together to create the essence of the Program is a very difficult task. To do a thorough job, one would have to fully describe not only the premises of the program and not only every unique strategy, but also the various personalities

of personnel in the Program and how their humanness, their growing, and their interacting combines with the premises and strategies to make the Program a reality. In fact, it is the people and their role modeling, as well as the premises and strategies, that disseminate the ideas of the Program; the combining of all these creates the energy, commitment, vitality, and success of the USOE Alcohol and Drug Training and Resource Center Program.

APPENDIX A
LEGISLATION



Public Law 93-422
93rd Congress, H. R. 9456
September 21, 1974

An Act

To extend the Drug Abuse Education Act of 1970 for three years.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Alcohol and Drug Abuse Education Act Amendments of 1974".

SEC. 2. (a) Section 1 of the Drug Abuse Education Act of 1970 (21 U.S.C. 1001) is amended to read as follows: "This Act may be cited as the 'Alcohol and Drug Abuse Education Act'."

(b) Section 2 of such Act is amended to read as follows:

"SEC. 2. (a) The Congress hereby finds and declares that drug and alcohol abuse diminishes the strength and vitality of the people of our Nation; that an increasing number of substances, both legal and illegal, are being abused by increasing numbers of individuals; that abuse of any substance is complex human behavior which is influenced by many forces, including school, family, church, community, media, and peer groups; and that prevention and early intervention in such behavior require cooperation and coordination among all of these elements in strategies designed to respond to carefully defined problems.

"(b) It is the purpose of this Act to encourage the development of new and improved curricula on the problems of drug abuse; to demonstrate the use of such curricula in model educational programs and to evaluate the effectiveness thereof; to disseminate curricular materials and significant information for use in educational programs throughout the Nation; to provide training programs for teachers, counselors, law enforcement officials, and other public service and community leaders; and to offer community education programs for parents and others on drug abuse problems.

"(c) It is further the purpose of this Act to provide leadership to schools and other institutions in the community by supporting projects to identify, evaluate, demonstrate, and disseminate effective strategies for prevention and early intervention and to provide training and technical assistance to schools and other segments of the community in adapting such strategies to identified local needs."

(c) Section 3 of such Act is amended to read as follows:

"ALCOHOL AND DRUG ABUSE EDUCATION PROJECTS

"SEC. 3. (a) The Commissioner of Education shall carry out a program of making grants to, and contracts with institutions of higher education, State and local educational agencies, and public and private education or community agencies, institutions, and organizations to support and evaluate demonstration projects, to encourage the establishment of such projects throughout the Nation, to train educational and community personnel, and to provide technical assistance in program development. In carrying out such program, the Commissioner of Education shall give priority to school based programs and projects.

"(b) Funds appropriated for grants and contracts under this Act shall be available for activities, including bilingual activities, such as—

"(1) projects for the development, testing, evaluation, and dissemination of exemplary materials for use in elementary, secondary, adult, and community education programs, and for training in the selection and use of such materials;

Alcohol and
Drug Abuse Ed-
ucation Act
Amendments of
1974.
21 USC 1001
note.
21 USC 1001
note.
21 USC 1001.

88 STAT. 1154
88 STAT. 1155

21 USC 1002.

Grants and
contracts.

"(2) comprehensive demonstration programs which focus on the causes of drug and alcohol abuse rather than on the symptoms; which include both schools and the communities within which the schools are located; which emphasizes the affective as well as the cognitive approach; which reflect the specialized needs of communities; and which include, in planning and development, school personnel, the target population, community representation, and parents;

"(3) creative primary prevention and early intervention programs in schools, utilizing an interdisciplinary 'school team' approach, developing in educational personnel and students skills in planning and conducting comprehensive prevention programs which include such activities as training drug and alcohol education specialists and group leaders, peer group and individual counseling, and student involvement in intellectual, cultural, and social alternatives to drug and alcohol abuse;

"(4) preservice and inservice training programs on drug and alcohol abuse prevention for teachers, counselors, and other educational personnel, law enforcement officials, and other public service and community leaders and personnel;

"(5) community education programs on drug and alcohol abuse, especially for parents and others in the community;

"(6) programs or projects to recruit, train, organize, and employ professionals and other persons, including former drug and alcohol abusers and former drug- and alcohol-dependent persons, to organize and participate in programs of public education in drug and alcohol abuse; and

"(7) projects for the dissemination of valid and effective school and community drug and alcohol abuse educational programs.

"(c) In addition to the purposes described in subsection (b) of this section, funds in an amount not to exceed 10 per centum of the sums appropriated to carry out this Act may be made available for the payment of reasonable and necessary expenses of State educational agencies for assisting local educational agencies in the planning, development, and implementation of drug and alcohol abuse education programs, including such projects as—

"(1) inservice training of education personnel,

"(2) technical assistance to local school districts,

"(3) creative leadership in programming for indigenous minorities, and

"(4) training of peer counselors.

"(d) (1) Financial assistance under this section may be made only upon application at such time or times, in such manner, and containing or accompanied by such information as the Commissioner deems necessary, and only if such application—

"(A) provides that activities and services for which assistance under this title is sought will be administered by or under the supervision of the applicant;

"(B) provides for carrying out one or more projects or programs eligible for assistance under subsections (b) and (c) of this section and provides for such methods of administration as are necessary for the proper and efficient operation of such projects or programs;

"(C) sets forth policies and procedures which assure that Federal funds made available under this section for any fiscal year will be so used as to supplement and, to the extent practical, increase the level of funds that would, in the absence of such Federal funds, be made available by the applicant for the purposes

Training
programs.

98 STAT. 1155
99 STAT. 1155

Local educa-
tional agencies,
financial
assistance.

Application for
assistance, re-
quirements.

Pub. Law 93-422

- 4 -

September 21, 1974

88 STAT. 1157

Records,
accessibility.

21 USC 1004.

21 USC 1007.

"Commissioner."

such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, the amount of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

"(b) The Secretary and the Comptroller General of the United States or any of their duly authorized representatives, shall, until the expiration of three years after completion of the project or undertaking referred to in subsection (a) of this section, have access for the purpose of audit and examination to any books, documents, papers, and records of such recipients which in the opinion of the Secretary or the Comptroller General may be related or pertinent to the grants, subgrants, contracts, subcontracts, loans, or other arrangements referred to in subsection (a)."

(e) Section 5 of such Act is amended by striking out "drug abuse" each time it appears and inserting in lieu thereof "drug and alcohol abuse".

(f) Section 8 of such Act is amended—

(1) by redesignating subsection (b) as subsection (c); and

(2) by adding after subsection (a) the following new subsection:

"(b) The term 'Commissioner' means the Commissioner of Education."

Approved September 21, 1974.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 93-605 (Comm. on Education and Labor).

SENATE REPORTS: No. 93-954 and 93-953 accompanying S. 2848 (Comm. on Labor and Public Welfare).

CONGRESSIONAL RECORD:

Vol. 119 (1973): Oct. 30, considered and passed House.

Vol. 120 (1974): June 25, considered and passed Senate, amended, in lieu of S. 2848.

Aug. 22, House concurred in Senate amendment with an amendment.

Sept. 4, Senate concurred in House amendment.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS:

Vol. 10, No. 39 (1974): Sept. 21, Presidential statement.

APPENDIX B
EXAMPLE
TEAM ACTION PLAN

Action Plan

This action plan should describe in detail the basic concept of a project the team wants to implement within its educational component. It should spell out: (1) goals, (2) objectives, (3) implementation strategies, (4) needs, (5) resources, and (6) alternatives. The action plan should follow the guidelines set in this package but does not need to be confined to the pages herein. Add pages where needed and feel free to be innovative in adding additional data.

GOALS

METHODS OF IMPLEMENTATION

ASSESSMENT OF CURRENT CONDITIONS

OVERVIEW OF EXPECTED CONDITIONS AFTER IMPACT OF GOAL

HOW WILL METHODS OF IMPLEMENTATION AFFECT
GOALS & OBJECTIVES

EVALUATION & INFORMATION PROCEDURES TO BE UTILIZED
PERIODICALLY TO INSURE STEPS OUTLINED IN ACTION PLAN
ARE AIDING THE GOALS & OBJECTIVES

RESOURCES NEEDED

PROBLEM TO BE AFFECTED	RESOURCE NEEDED (IF KNOWN)	TEAM MEMBER TO IDENTIFY RESOURCE	DATE TO BE IDENTIFIED	ALTERNATIVE(s) IF UNABLE TO SECURE RESOURCE

TASK CHART

115

Responsibility	Person Assigned	Resources Needed	Date to be completed or alternative implemented	Who should be informed by periodic reports (include proof that it is a task oriented goal)	Areas to be affected (goals and objectives)

125

126

If at anytime it is discovered that it is not feasible for your plan to be implemented for any reason (economic, opposition too strong, different approach needed, etc.), what will you do? Do you have alternatives to each component of your action plan?

What contracts would you like to make now with the Center to aid implementing your action plan?

1. Date of first support visit by the Center.

APPENDIX C
CHICAGO TRAINING CENTER'S
IN HOUSE EVALUATION

117

128



1974-75 SURVEY

CUMULATIVE RESPONSES

Team
Name

287 RESPONDENTS

PLEASE CIRCLE THE NUMBER THAT MOST CLOSELY REPRESENTS YOUR OPINION.

The Region 5 Training and On Site Support program helped me to increase my:

- A. understanding of drugs, the causes and manifestations of drugs abuse and of current drug scenes

very much	5	4	3	2	1	not at all
	(45)	(88)	(85)	(30)	(35)	(4) BLANK

- B. understanding of alternate cultures, lifestyles, social concepts and mores

very much	5	4	3	2	1	not at all
	(71)	(89)	(84)	(29)	(12)	(2) BLANK

- C. ability to work with other team members, enabling us to function as a cohesive entity

very much	5	4	3	2	1	not at all
	(147)	(88)	(34)	(14)	(4)	(0) BLANK

- D. skills in experiential problem-solving processes, including self-evaluation skills in order to monitor team performance

very much	5	4	3	2	1	not at all
	(107)	(117)	(44)	(13)	(4)	(2) BLANK

- E. skills in facilitating open dialogue between youth and adults or educational personnel concerning values and attitudes as they relate to drugs

very much	5	4	3	2	1	not at all
	(83)	(112)	(64)	(18)	(7)	(3) BLANK

- F. skills in assessing community or school drug problems

very much	5	4	3	2	1	not at all
	(72)	(87)	(73)	(39)	(12)	(4) BLANK

- G. skills in identifying available community or school resources needed to deal with drug education and prevention

very much	5	4	3	2	1	not at all
	(84)	(101)	(68)	(25)	(8)	(1) BLANK

- H. knowledge of techniques for developing a support base with active participation of many diverse groups in the community or school (community development strategies)

very much	5	4	3	2	1	not at all
	(72)	(34)	(71)	(33)	(15)	(2) BLANK

- I. skills in planning and implementing a comprehensive community drug education program or early intervention and prevention school drug program

very much	5	4	3	2	1	not at all
	(81)	(96)	(71)	(25)	(11)	(3) BLANK

OVER PLEASE

OVER PLEASE

KST:5/75

CUMULATIVE RESPONSES (continued)

287 RESPONDENTS

- J. How would you judge the importance of the pre-training visit(s) that Region 5 staff made with the team before the 13-day training cycle at the center?

very important
and necessary

5 4 3 2 1
(78) (58) (32) (39) (24)

very unimportant
and unnecessary

(56) BLANK

- K. How would you judge the on-site work that Region 5 did exclusively with team members (do not judge any workshops Region 5 may have helped you with)?

very satisfactory

5 4 3 2 1
(101) (64) (47) (18) (10)

very unsatisfactory

(47) BLANK

- L. ANSWER THIS QUESTION ONLY IF REGION 5 ASSISTED YOU WITH A WORKSHOP FOR PEOPLE OTHER THAN TEAM MEMBERS: How would you judge the impact of any workshops that Region 5 assisted you with?

high impact

5 4 3 2 1
(54) (34) (9) (4) (4)

no impact at all

(182) BLANK

- M. Would you consider your team to have been successful in its efforts?

very successful

5 4 3 2 1

very unsuccessful

SEE FOLLOWING PAGES

- N. What do you think contributed to that success or lack of success?

SEE FOLLOWING PAGES

- O. What is the single most important thing you derived from the training and on-site support program?

SEE FOLLOWING PAGES

- P. Please list any elements that were missing from the training and on-site support program that you feel would be of value in future Region 5 efforts.

SEE FOLLOWING PAGES

- Q. What would you suggest sacrificing from the present program format to make room for new topics or activities?

SEE FOLLOWING PAGES

- R. Write below anything else you would like to say about the Region 5 program.

SEE FOLLOWING PAGES

- P. Please list any elements that were missing from the training and on-site support program that you feel would be of value in future Region 5 efforts.

BETTER ASSESSMENT OF TEAMS, GUIDANCE FOR TEAMS, MORE TEAM MEETINGS AND DEBRIEFING SESSIONS	(20)
MORE IN-DEPTH TRAINING IN FEWER AREAS	(19)
MORE ON-SITE WORK WITH TEAMS, INCLUDING TEAM BUILDING	(15)
BETTER ORIENTATION BEFORE TWO-WEEK TRAINING CYCLE	(13)
MORE TRAINING IN SPECIFIC AREAS:	
PHARMACOLOGY	(21)
ASSESSMENT, C.D., FUND-RAISING	(8)
LEADERSHIP & ASSERTIVENESS TRG.	(7)
FAMILY RELATIONS, COMMUNICATIONS	(6)
COUNSELING, PEER COUNSELING	(4)
VALUES STRATEGIES	(3)
GROUP MANAGEMENT	(1)
BETTER TRAINING METHODS:	
VISITS TO EXISTING PROGRAMS	(6)
PROGRAM MODELS (WRITTEN/VERBAL)	(5)
TEAM INTERACTION	(5)
BETTER USE OF TIME, STRUCTURE TIME	(10)
WRITTEN MATERIALS, BIBLIOGRAPHIES	(4)
INVOLVE YOUTH AS TEAM MEMBERS	(5)
"MEET YOUR NEEDS" SESSIONS	(7)
ROLE-PLAYING IN TRAINING	(2)
LEISURE TIME WITH STAFF	(2)

- Q. What would you suggest sacrificing from the present program format to make room for new topics or activities?

LARGE GROUP LECTURES	(8)
SPECIFIC TRAINING AREAS:	
WARM-UP GAMES, COMMUNITY INTERACTION	(3)
PHARMACOLOGY	(2)
LEARNING ATMOSPHERE	(2)
ACTIVE LISTENING	(2)
ALTERNATIVE SCHOOLS	(2)
COUNSELING (DR. GOLDBERG)	(2)
VALUES CLARIFICATION	(1)
ALL OF FIRST WEEK	(1)
TRIP TO ROBERT CROWN CENTER	(3)
TEAM TIME	(2)
OTHER ITEMS MENTIONED:	
LUNCHEON AND DINNER	(3)
INCOMPETENT STAFF	(1)
FREE TIME	(1)

R. Write below anything else you would like to say about the Region 5 program.

Respondent comments can be clustered in the areas of IMPACT, both personal and school- or community-wide, by the Region 5 training experience; concerns about TRAINING AND LOGISTICS; ON-SITE SUPPORT CONCERNS; and GENERAL COMMENTS about the Region 5 program and staff. Following are (verbatim) comments of respondents.

IMPACT

Excellent program. Seems to be the most effective thing that has happened in drug education for this district.

This was a very useful experience for our team in setting up a district wide drug education program.

The program as a whole provided a meaningful personal experience and personal growth. I have become more aware of everyone around me -- especially young people -- and now know that they experience the same feelings I do. For me, this has become the basis for any future school and community work I will be involved in.

Our team has grown immensely as individuals and as a group as a result of the training which your staff shared with us. We appreciate your demonstrated concern for fellow man. Thank you and best wishes.

It's been almost five months since I was there but everytime I think about it I get a really high feeling. The program and its people will stay with me forever. I came back ready to try anything and what I learned in the sessions and after hours is an invaluable part of my life. Maybe if Frank Carney could be made less formidable figure. I truly was afraid that I would not stack up to what he expected when we had sessions with him until the last day. Then our team got together with Frank and Pete Abrahams (consultant) for a rejuvenation exercise. Only then did I feel comfortable with him.

It's terrific. It made me realize what life is all about and if it helps others as much as me -- it has been all worthwhile. We are all "good" by nature and we have to use that to help ourselves and others.

It was one of the greatest experience in my 15 years of counseling workshops. Many times people like you committed to helping far surpass those of us in education. Region 5 was a great personal experience. Thank you.

It was fun!! The amount of personal growth was great.

I loved it! It's made me more understanding of myself and I can see others clearer. Jesus loves you.

I really super learned as well as enjoyed the experience. I thank you all for everything you've given me. My young life is off to a rollicking start. God bless you all!

APPENDIX D
EXAMPLE
RESIDENTIAL TRAINING DESIGNS

USOE Training Center
Region VII
San Antonio, Texas

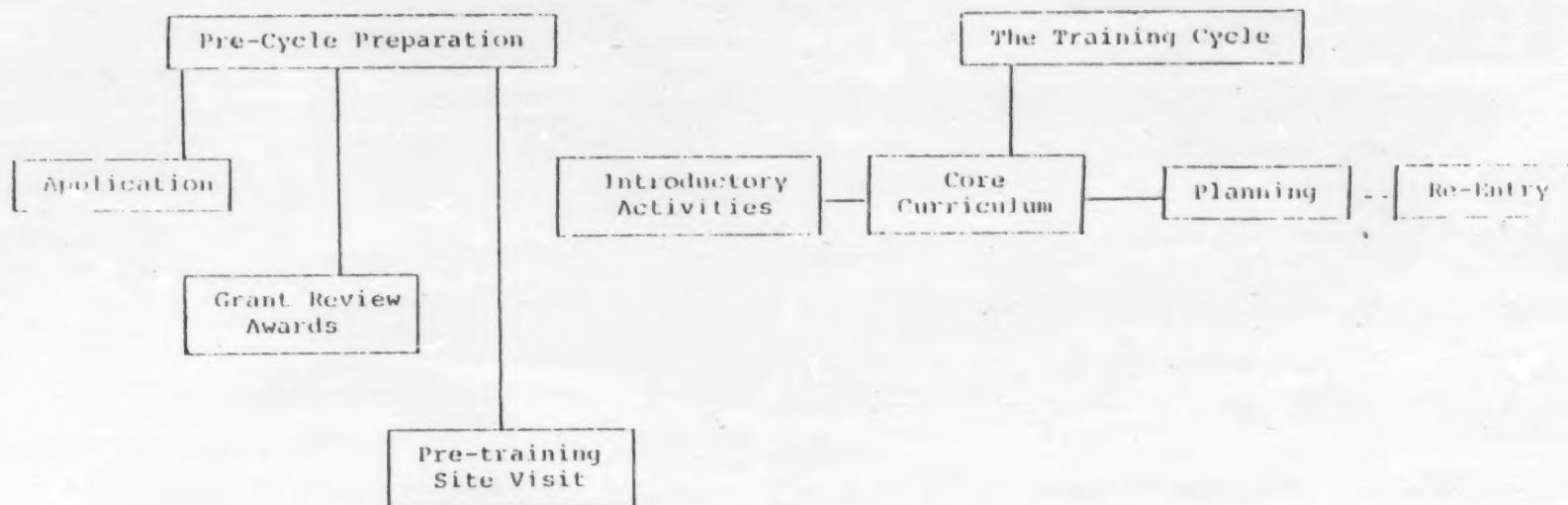
CYCLE II

September 15-26, 1975

124

HOLIDAY September 15	TUESDAY September 16	WEDNESDAY September 17	THURSDAY September 18	FRIDAY September 19	SATURDAY September 20	SUNDAY September 21	HOLIDAY September 22	TUESDAY September 23	WEDNESDAY September 24	THURSDAY September 25
	7:30-8:30 BREAKFAST	BREAKFAST	BREAKFAST	BREAKFAST	BREAKFAST	7:30-10:00 CONTINENTAL BREAKFAST	BREAKFAST	BREAKFAST	BREAKFAST	BREAKFAST
	8:45 Community Mtg.	Community Mtg.	Community Mtg.	Community Mtg.	Community Mtg.	(Pick Up Box Lunches)	Community Mtg.	Community Mtg.	Community Mtg.	Community Mtg.
	9:00 REDEFINITION ... FLYNOTE Dr. Reynell Parkins University of Tennessee	Workshops DECISION MAKING Pete Abrahams ... COMMUNICATION SKILLS David Seamons ... VALUE CLARIFICATION Bob Orr	COMMUNICATION IN MULTI-CULTURAL EDUCATION James Anderson (The Mark)	STAR POWER	ALTERNATIVES TO INTERPERSONAL COMMUNICATION John Narciso ✓ (The Mark)		9:00-10:00 RESOURCE CLARIFICATION 10:00 COMMUNITY NEGOTIATION SESSION	NEGOTIATED/ OFFERED WORKSHOPS	NEGOTIATED/ OFFERED WORKSHOPS	DEMILFING COMMUNICATION EXPERIENCE-- A Demonstration Dr. Gail Myers ... NEGOTIATED/ OFFERED WORKSHOPS
ARRIVAL IN DENVER										
JS TO VAIL										
...	12:00-1:30 LUNCH	LUNCH	LUNCH	LUNCH	LUNCH	FREE TIME	LUNCH	LUNCH	LUNCH	LUNCH
	1:30-3:30		Workshops James Anderson PART II ... ALTERNATIVE EDUCATION Pete Abrahams ... CLASSICAL SCHOOL DISCIPLINE Bob Orr	TEAM GROUPS	Workshops John Narciso PART II ... KOHENBERG MORAL REASONING -Bob Orr ... NEGOTIATING SKILLS -Rita Schonhoff		NEGOTIATED/ OFFERED WORKSHOPS	TEAM GROUPS	TEAM GROUPS	RE-ENTRY- CLOSURE- EVALUATION-
REGISTRATION	TEAM GROUPS	TEAM GROUPS								
	3:30									
	Free Time	Free Time	Free Time	Free Time	Free Time		Free Time	Free Time	Free Time	Free Time
20-7:00 DINNER	DINNER	DINNER	DINNER	DINNER	DINNER	DINNER	DINNER	DINNER	DINNER	DINNER
DO	Workshops FEEDBACK -Dick Keyes ... ADULT DEVELOPMENT -Pete Abrahams ... SEX ROLES -Rita E. (Mrs W) ... CREATIVITY -Ruth Levenson	Workshops David Seamons PART II ... EPIG MODEL -Pete Abraham ... SURVIVAL SKILLS -Rita & Dave ... PLANNING & PROBLEM SOLVING -Dick Keyes	TEAM GROUPS	Unstructured Time	TEAM GROUPS	TEAM GROUPS	NEGOTIATED/ OFFERED WORKSHOPS	NEGOTIATED/ OFFERED WORKSHOPS	NEGOTIATED/ OFFERED WORKSHOPS	FRIDAY September 26 7:00-8:00 CONTINENTAL BREAKFAST Buses Depart at
WELCOME-										
ORIENTATION-										
CONTRACT-										
...										
WARM-UP SOCIAL										

THE TRAINING MODEL

RESIDENTIAL TRAINING

TRAINING CYCLE SCHEDULE

126

Sunday	Monday	Tuesday	Wednesday	Thursday
9:00 A.M. BEGINNING OF WORK DAY				
Staff Prep	9:00 A.M. Community Meeting Committee Assignments 9:30 Introductions 10:30 "Pot" Hearings	9:00 A.M. Community Meeting 9:15 Perspective "Social History of Drug Use" 11:30 Process Groups	9:00 A.M. Community Meeting 9:15 Perspective "Drug use as Normative Behavior" 11:30 Process Groups	9:00 A.M. "High School Simulation" 11:30 Process Groups
12:00 NOON LUNCH				
Trainee Check in Registration	1:00 P.M. "Pot" Hearings Reporting 2:30 Needs Assessment 4:30 Staff Meeting	1:00 P.M. Team Meetings	1:00 P.M. Perspective "Issues in Prevention" 3:30 Process Groups 4:30 Staff Meeting	1:00 P.M. Perspective "Prevention and Education" 3:30 Process in Teams
6:00 P.M. DINNER				
Dinner 7:00 P.M. Orientation 8:30 Team Meetings		7:00 P.M. Elective Activity	7:00 P.M. Elective Activity	7:00 P.M. Elective Activity
139		-17-		140

Friday	Saturday	Sunday	Monday	Tuesday
9:00 A.M. BEGINNING OF WORK DAY				
9:00 A.M. Community Meeting	9:00 A.M. Community Meeting	10:00 A.M. Brunch	9:00 A.M. Community Meeting	9:00 A.M. Team Meetings
9:15 Perspective "Drug Education"	9:15 Team Meetings	11:00 The T.A. Delivery System	9:15 Team Action Plan Presentations	10:00 Feedback & Eval- uations
11:30 Process Groups		11:30 The Data Base	11:00 "Re-entry"	11:00 Certification
12:00 NOON LUNCH				
1:00 P.M. Perspective "Chang- ing School Systems"	1:00 P.M. Team Meetings	1:00 P.M. Fiscal Accounting Procedure Course Credit	1:00 P.M. Plan Revisions	
3:30 Process in Teams	3:30 Elective Activities	2:00 Team Meetings Recreation	3:30 Elective Activities	
6:00 DINNER				
7:00 P.M. Elective Activity			7:00 P.M. Social/Recreation- al Activities	

APPENDIX E
DIFFERENCES IN TRAINING DESIGNS
(JANUARY, 1976)

128

143

Chicago's
Training
Design

CHICAGO TRAINING DESIGN

I. General Observations and Comments

The first week of Chicago's training design offers several workshops illustrating the problems participants have in developing programs. The workshops Self Concept and High School Simulation, illustrates the inability of traditional teaching in high schools to enhance a child's self-concept; The Change Experience Workshop, explains the problems of a program tapping into the power system; and Family and Alcohol Workshop, attempts to portray the complex family system and its sometimes inadequacy in meeting the child's needs.

By Thursday night of the first week, many times participants express a lot of confusion, many of their premises had been shattered and they began raising their conscienceness about the many problems they would be facing. At this time, many express worry about their action plans.

Friday morning takes advantage of this atmosphere by presenting programs in prevention; emphasizing "prevention is learning skills, not content." The workshop explains theories of creative thinking and then leads participants through the planning process.

The training design was tight. Instead of offering a smorgasbord of ideas, the workshops complemented each other and progressively built on each other with eventual culmination of possible ideas for action plans. All team-building was done on task. "How do we get working together?" After each workshop during the first week, the teams express their opinions of the workshop, their feelings during the session, and begin reflecting on how what they learned is related to back home situations.

II. Content Areas of Emphasis in Residential Training

Chicago training design emphasizes two areas of content: (1) Systems Use of Power, Management, evidenced in workshops such as Change Experience, High School Simulation, Program Mangement and (2) Program Development, evidenced in discussion of Alternatives Programs in Prevention, What Is It, PET, Value Clarification, Peer Counseling. In conjunction with these two areas, is the emphasis on self-concept, how it is enhanced/not enhanced in family, and school situations, implying its self-concept enhancement and good communication (one workshop) should be major direction in any program.

It also should be noted Chicago has heavy emphasis of value clarification strategies (4 different sessions) and alternatives (two workshops). Areas specifically not covered in design were assessment and evaluation.

Miami's
Training
Design .

MIAMI TRAINING DESIGNI. General Observations and Comments

Miami's training is designed to present cognitive information at the beginning of the first week. A series of five two-hour presentations cover subjects such as history of drug education, social attitudes of drug abuse, the different types of drug users, the difference between drug education and prevention, and prevention in the school and family. The design breaks the cognitive lectures up by a High School Simulation and team meetings in which teams negotiate the second week workshop.

The second week is a loose design where teams negotiate with each other, their trainers, or consultants to give workshops they desire, such as PET, Values Clarification, peer counseling, and group counseling.

II. Content Areas of Emphasis in Residential Training

Miam's training design emphasizes attitude change through lectures, history, philosophy, types and differences between drug use/abuse.

They emphasize program examples as possible workshops for teams such as Counseling in High School, Peer Counseling, Parent Effectiveness Training, Alternatives, T/A Presentation, Value Clarification and Advance Value Clarification, and Family Communication.

Oakland's
Training
Design

OAKLAND TRAINING DESIGN

I. General Observations and Comments

The Oakland Training Center begins their 10-day training session by having trainers participate in one of five tracks. The five tracks are: (1) Community Organization; (2) Organizational Development; (3) Planning and Implementation; (4) Communication and Group Process; and (5) Programs (an introduction to example drug education programs such as peer counseling, teacher-in-service, alcohol education). My impressions of the first three days was that the content covered was very similar in at least the first four tracks.

After having three days of tracks, the Center runs an imprint session on racism, sexism, and ageism to finish the first week. The closure for the imprint session was especially thorough, giving closure on an emotional as well as intellectual level by several people.

The second week begins with a pharmacology lecture then proceeds with team building and action planning sessions.

II. Content Areas of Emphasis During Residential Training

Oakland's Training emphasizes on the two areas. The first is that of "problem-solving, decision-making," ~~group process~~, with high energy for problem definition workshops. Four out of the five tracks concentrate on this area as seen in workshops. Steps in Problem Solving, Problem Definition, Planning Group, Introduction to Group Process and Planning, Management/Leadership Styles, Community Organizations. The second area is "Group Processes" which is also dealt with indepth with Competition/ Collaboration Workshop and Communications and Group Process, Conflict Resolution Workshop.

In contrast to these main areas of skills sessions, the Center offers the imprint session on racism, sexism, ageism. For a few participants the program models of peer counseling and PET are offered in workshops. There are no program examples/presentations for the entire group, or evaluation workshops.

New York's
Training
Design

NEW YORK TRAINING DESIGN

I. General Observations and Comments

New York Training is designed the first week to help participants eliminate faulty and inadequate premises and begin identifying weaknesses and strengths to develop as a team and individuals. The week begins by having teams present their programs in a simulation exercise which helps teams identify their problems relating to program, people and issues. The week ends with an imprint session designed to have each participant examine his/her racist, sexist, or age-brased behavior. Between these two major awareness exercises, content subjects are covered such as Pharmacology, Psycho-Social Aspects of Drug Education, Values Clarification and Women's Issues.

Beginning with Saturday, three core presentations are given each introducing the three tracks: Group Dynamics, Counseling, and Education Systems. Each participant chooses one track the second week to attend. The tracks run in 3-hour sessions; three days (10 hours). Action Plan Development takes up the rest of the 2nd week.

II. Content Areas of Emphasis in Residential Training

New York Training Design emphasizes the psycho-social type programming evidenced in their workshop: Psycho-Social Reasons for Drug Abuse, Group Process Skill Track, Counseling Presentation, Counseling Track and Imprint Session, Value Clarification, Women's Issues.

In conjunction with the psycho-social emphasis, New York training designs deals with a lot of alternation, an alternative school visit and participation of trainers in alternative activities.

The balance to this emphasis is program planning in teams around action plans and the Education System Workshop and Education Track dealing with system of education, possible programs, and possible places of intervention.

There is no workshop on decision-making, problem-solving, evaluation, a variety of specific programs management.

San Antonio's
Training
Design

SAN ANTONIO TRAINING DESIGNI. General Observations and Comments

San Antonio training design offers participants a great variety of workshops as well as a variety of specialized, skilled consultants to choose from. The first five days are designed for personal awareness, helping participants recognize needs and wants through workshops in value clarification, communication skills, sex roles, creativity, and multi-cultural education. Simultaneously with these skills workshops are presented such as survival skills, planning and problem-solving, decision making, and negotiating skills. Toward the end of the first week the participants should be moving toward making a decision or making a contract by knowing what is best for them and then "becoming responsible for themselves."

The second week begins with a negotiating session in which participants do a needs assessment and resource identification personally as well as a team; they then schedule out their time the next week, planning workshops they need to help develop their Action Plans.

II. Content Areas of Emphasis in Residential Training

San Antonio's training design includes many workshops covering a broad spectrum of ideas but there does seem to be a concentration in two areas: (1) Communication and (2) Planning and Implementation. The communication concentration is evidenced with a series of workshops such as Star Power Exercise, Communication Skills Workshops (2 parts), Alternatives to Interpersonal Communication (2 parts), Feedback, Debriefing Communication Experience, Family as a Basic Prevention Unit, Communications in Multi-Cultural Education (2 parts). The planning and implementation emphasis can be observed in the following line up: Planning and Problem-Solving Workshop, Community Resources and Program Development, Decision Making, Star Power Negotiation Skills, and Workshop Design.

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